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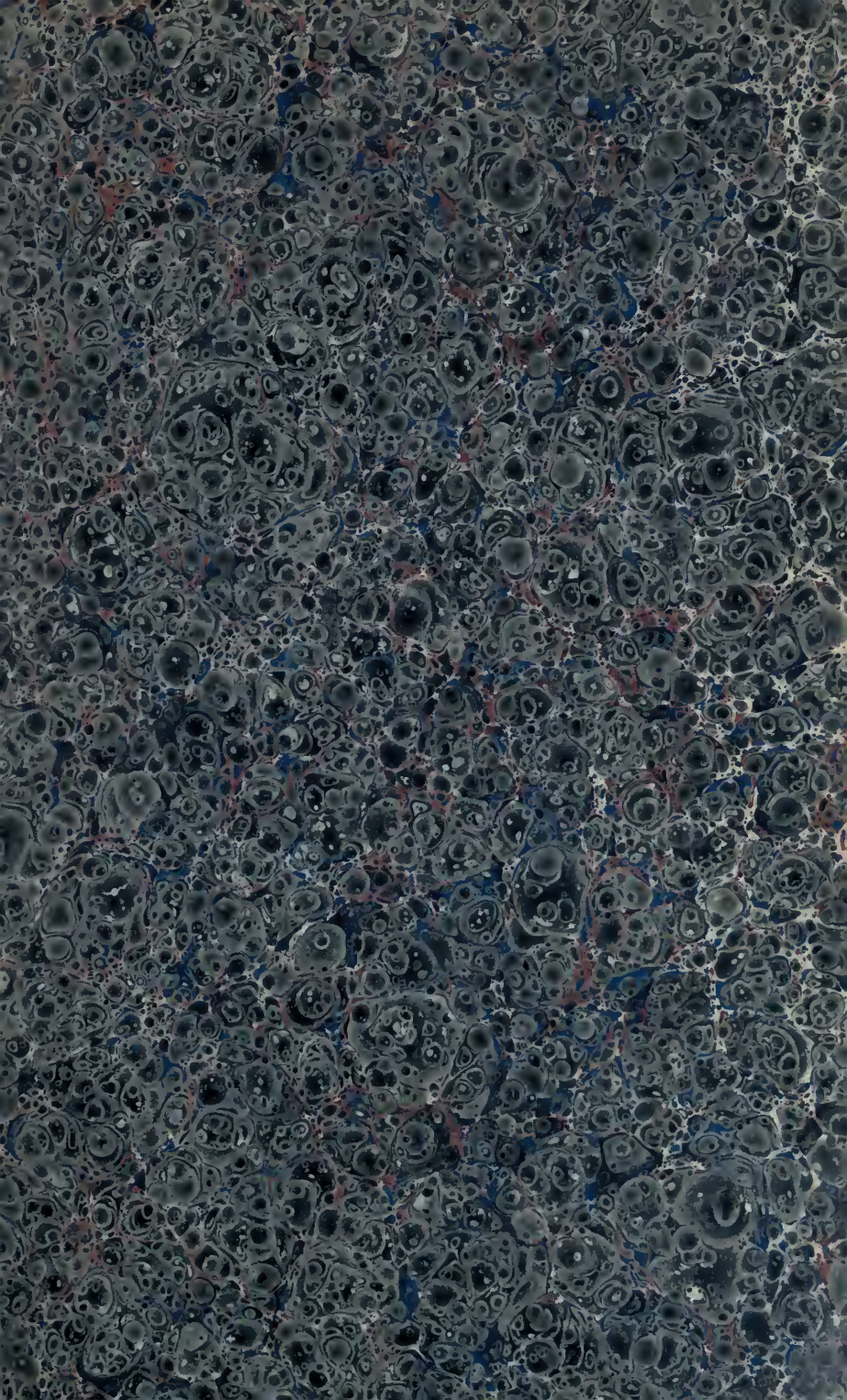


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THE
WORKS
OF
THE RIGHT HONOURABLE
EDMUND BURKE.

A NEW EDITION.

VOL. II.

London :
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A
SHORT ACCOUNT
OF A LATE
SHORT ADMINISTRATION.
1766.

VOL. II.

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SHORT ACCOUNT

OF A LATE

SHORT ADMINISTRATION.

THE late administration came into employment, under the mediation of the Duke of Cumberland, on the tenth day of July 1765; and was removed, upon a plan settled by the Earl of Chatham, on the thirtieth day of July 1766, having lasted just one year and twenty days.

In that space of time

The distractions of the British empire were composed, by *the repeal of the American stamp act*;

But the constitutional superiority of Great Britain was preserved, by *the act for securing the dependence of the colonies*.

Private houses were relieved from the jurisdiction of the excise, by *the repeal of the cyder-tax*.

The personal liberty of the subject was confirmed, by *the resolution against general warrants*.

The lawful secrets of business and friendship were rendered inviolable, by *the resolution for condemning the seizure of papers.*

The trade of America was set free from injudicious and ruinous impositions—its revenue was improved, and settled upon a rational foundation—its commerce extended with foreign countries; while all the advantages were secured to Great Britain, by *the act for repealing certain duties, and encouraging, regulating, and securing the trade of this kingdom, and the British dominions in America.*

Materials were provided and insured to our manufactures—the sale of these manufactures was encreased—the African trade preserved and extended—the principles of the act of navigation pursued, and the plan improved—and the trade for bullion rendered free, secure, and permanent, by *the act for opening certain ports in Dominica and Jamaica.*

That administration was the first which proposed and encouraged publick meetings and free consultations of merchants from all parts of the kingdom; by which means the truest lights have been received; great benefits have been already derived to manufactures and commerce; and the most extensive prospects are opened for further improvement.

Under them, the interests of our northern and southern colonies, before that time jarring and dis-

dissonant, were understood, compared, adjusted, and perfectly reconciled. The passions and animosities of the colonies, by judicious and lenient measures, were allayed and composed, and the foundation laid for a lasting agreement amongst them.

Whilst that administration provided for the liberty and commerce of their country, as the true basis of its power, they consulted its interests, they asserted its honour abroad, with temper and with firmness ; by making an advantageous treaty of commerce with Russia ; by obtaining a liquidation of the Canada bills, to the satisfaction of the proprietors ; by reviving and raising from its ashes the negociation for the Manilla ransom, which had been extinguished and abandoned by their predecessors.

They treated their sovereign with decency ; with reverence. They discountenanced, and, it is hoped, for ever abolished, the dangerous and unconstitutional practice of removing military officers for their votes in parliament. They firmly adhered to those friends of liberty, who had run all hazards in its cause ; and provided for them in preference to every other claim.

With the Earl of Bute they had no personal connexion ; no correspondence of councils. They neither courted him nor persecuted him. They practised no corruption ; nor were they even sus-
B 3 pected

pected of it. They sold no offices. They obtained no reversions or pensions, either coming in or going out, for themselves, their families, or their dependents.

In the prosecution of their measures they were traversed by an opposition of a new and singular character; an opposition of placemen and pensioners. They were supported by the confidence of the nation. And having held their offices under many difficulties and discouragements, they left them at the express command, as they had accepted them at the earnest request, of their royal master.

These are plain facts; of a clear and publick nature; neither extended by elaborate reasoning, nor heightened by the colouring of eloquence. They are the services of a single year.

The removal of that administration from power is not to them premature; since they were in office long enough to accomplish many plans of publick utility; and, by their perseverance and resolution, rendered the way smooth and easy to their successors; having left their king and their country in a much better condition than they found them. By the temper they manifest, they seem to have now no other wish, than that their successors may do the publick as real and as faithful service as they have done.

OBSERVATIONS

ON

A LATE PUBLICATION,

INTITULED,

“THE PRESENT STATE OF THE
NATION.”

“ O Tite, si quid ego adjuvero curamve levasso,

“ Quæ nunc te coquit, et versat sub pectore fixa,

“ Ecquid erit pretii ?”

ENN. ap. CIC.

1769.

OBSERVATIONS.

ON

A LATE PUBLICATION,

INTITULED,

THE PRESENT STATE OF THE NATION.

PARTY divisions, whether on the whole operating for good or evil, are things inseparable from free government. This is a truth which, I believe, admits little dispute, having been established by the uniform experience of all ages. The part a good citizen ought to take in these divisions has been a matter of much deeper controversy. But God forbid that any controversy relating to our essential morals should admit of no decision. It appears to me, that this question, like most of the others which regard our duties in life, is to be determined by our station in it. Private men may be wholly neutral, and entirely innocent; but they who are legally invested with publick trust, or stand on the high ground of rank and dignity, which is trust implied, can hardly in any case remain indifferent, without the certainty of sinking into insignificance; and thereby in effect

effect deserting that post in which, with the fullest authority, and for the wisest purposes, the laws and institutions of their country have fixed them. However, if it be the office of those who are thus circumstanced, to take a decided part, it is no less their duty that it should be a sober one. It ought to be circumscribed by the same laws of decorum, and balanced by the same temper, which bound and regulate all the virtues. In a word, we ought to act in party with all the moderation which does not absolutely enervate that vigour, and quench that fervency of spirit, without which the best wishes for the publick good must evaporate in empty speculation.

It is probably from some such motives that the friends of a very respectable party in this kingdom have been hitherto silent. For these two years past, from one and the same quarter of politicks, a continual fire has been kept upon them; sometimes from the unwieldy column of quartos and octavos; sometimes from the light squadrons of occasional pamphlets and flying sheets. Every month has brought on its periodical calumny. The abuse has taken every shape which the ability of the writers could give it; plain invective, clumsy raillery, misrepresented anecdote *. No method of vilifying

* History of the Minority. History of the Repeal of the Stamp-act. Considerations on Trade and Finance. Political Register, &c. &c.

vilifying the measures, the abilities, the intentions, or the persons which compose that body, has been omitted.

On their part nothing was opposed but patience and character. It was a matter of the most serious and indignant affliction to persons who thought themselves in conscience bound to oppose a ministry dangerous from its very constitution, as well as its measures, to find themselves, whenever they faced their adversaries, continually attacked on the rear by a set of men who pretended to be actuated by motives similar to theirs. They saw that the plan long pursued, with but too fatal a success, was to break the strength of this kingdom by frittering down the bodies which compose it, by fomenting bitter and sanguinary animosities, and by dissolving every tie of social affection and publick trust. These virtuous men, such I am warranted by publick opinion to call them, were resolved rather to endure every thing, than co-operate in that design. A diversity of opinion upon almost every principle of politicks had indeed drawn a strong line of separation between them and some others. However, they were desirous not to extend the misfortune by unnecessary bitterness; they wished to prevent a difference of opinion on the commonwealth from festering into rancorous and incurable hostility. Accordingly they endeavoured that all past controversies should be

I
forgotten;

forgotten ; and that enough for the day should be the evil thereof. There is however a limit at which forbearance ceases to be a virtue. Men may tolerate injuries whilst they are only personal to themselves. But it is not the first of virtues to bear with moderation the indignities that are offered to our country. A piece has at length appeared, from the quarter of all the former attacks, which upon every publick consideration demands an answer. Whilst persons more equal to this business may be engaged in affairs of greater moment, I hope I shall be excused, if, in a few hours of a time not very important, and from such materials as I have by me (more than enough however for this purpose), I undertake to set the facts and arguments of this wonderful performance in a proper light. I will endeavour to state what this piece is ; the purpose for which I take it to have been written ; and the effects (supposing it should have any effect at all) it must necessarily produce.

This piece is called *The present State of the Nation*. It may be considered as a sort of digest of the avowed maxims of a certain political school, the effects of whose doctrines and practices this country will feel long and severely. It is made up of a farrago of almost every topick which has been agitated on national affairs in parliamentary debate, or private conversation, for these last seven years.

years. The oldest controversies are hauled out of the dust with which time and neglect had covered them. Arguments ten times repeated, a thousand times answered before, are here repeated again. Publick accounts formerly printed and re-printed revolve once more, and find their old station in this sober meridian. All the common-place lamentations upon the decay of trade, the increase of taxes, and the high price of labour and provisions, are here retailed again and again in the same tone with which they have drawled through columns of Gazetteers and Advertisers for a century together. Paradoxes which affront common sense, and uninteresting barren truths which generate no conclusion, are thrown in to augment unwieldy bulk, without adding any thing to weight. Because two accusations are better than one, contradictions are set staring one another in the face, without even an attempt to reconcile them. And, to give the whole a sort of portentous air of labour and information, the table of the house of commons is swept into this grand reservoir of politicks.

As to the composition, it bears a striking and whimsical resemblance to a funeral sermon, not only in the pathetick prayer with which it concludes, but in the style and tenour of the whole performance. It is piteously doleful, nodding every now and then towards dullness; well stored
with

with pious frauds, and, like most discourses of the sort, much better calculated for the private advantage of the preacher than the edification of the hearers.

The author has indeed so involved his subject, that it is frequently far from being easy to comprehend his meaning. It is happy for the publick that it is never difficult to fathom his design. The apparent intention of this author is to draw the most aggravated, hideous, and deformed picture of the state of this country, which his querulous eloquence, aided by the arbitrary dominion he assumes over fact, is capable of exhibiting. Had he attributed our misfortunes to their true cause, the injudicious tampering of bold, improvident, and visionary ministers at one period, or to their supine negligence and traitorous dissensions at another, the complaint had been just, and might have been useful. But far the greater and much the worst part of the state which he exhibits is owing, according to his representation, not to accidental and extrinsick mischiefs attendant on the nation, but to its radical weakness and constitutional distempers. All this however is not without purpose. The author is in hopes, that, when we are fallen into a fanatical terrour for the national salvation, we shall then be ready to throw ourselves,—in a sort of precipitate trust, some strange disposition of the mind jumbled up of presumption and despair,—
into

into the hands of the most pretending and forward undertaker. One such undertaker at least he has in readiness for our service. But let me assure this generous person, that however he may succeed in exciting our fears for the publick danger, he will find it hard indeed to engage us to place any confidence in the system he proposes for our security.

His undertaking is great. The purpose of this pamphlet, at which it aims directly or obliquely in every page, is to persuade the publick of three or four of the most difficult points in the world—that all the advantages of the late war were on the part of the Bourbon alliance; that the peace of Paris perfectly consulted the dignity and interest of this country; and that the American Stamp-act was a master-piece of policy and finance; that the only good minister this nation has enjoyed since his Majesty's accession, is the Earl of Bute; and the only good managers of revenue we have seen are Lord Despensers and Mr. George Grenville; and, under the description of men of virtue and ability, he holds them out to us as the only persons fit to put our affairs in order. Let not the reader mistake me: he does not actually name these persons; but, having highly applauded their conduct in all its parts, and heavily censured every other set of men in the kingdom, he then recommends us to his men of virtue and ability.

Such

Such is the author's scheme. Whether it will answer his purpose I know not. But surely that purpose ought to be a wonderfully good one, to warrant the methods he has taken to compass it. If the facts and reasonings in this piece are admitted, it is all over with us. The continuance of our tranquillity depends upon the compassion of our rivals. Unable to secure to ourselves the advantages of peace, we are at the same time utterly unfit for war. It is impossible, if this state of things be credited abroad, that we can have any alliance; all nations will fly from so dangerous a connexion, lest, instead of being partakers of our strength, they should only become sharers in our ruin. If it is believed at home, all that firmness of mind, and dignified national courage, which used to be the great support of this isle against the powers of the world, must melt away, and fail within us.

In such a state of things can it be amiss if I aim at holding out some comfort to the nation; another sort of comfort indeed, than that which this writer provides for it; a comfort, not from its physician, but from its constitution: if I attempt to shew that all the arguments upon which he founds the decay of that constitution, and the necessity of that physician, are vain and frivolous? I will follow the author closely in his own long career, through the war, the peace, the finances, our trade, and
our

our foreign politicks : not for the sake of the particular measures which he discusses ; that can be of no use ; they are all decided ; their good is all enjoyed, or their evil incurred : but for the sake of the principles of war, peace, trade, and finances. These principles are of infinite moment. They must come again and again under consideration ; and it imports the publick, of all things, that those of its ministers be enlarged, and just, and well confirmed, upon all these subjects. What notions this author entertains we shall see presently ; notions in my opinion very irrational, and extremely dangerous ; and which, if they should crawl from pamphlets into counsels, and be realized from private speculation into national measures, cannot fail of hastening and completing our ruin.

This author, after having paid his compliment to the shewy appearances of the late war in our favour, is in the utmost haste to tell you that these appearances were *fallacious*, that they were no more than an *imposition*.—I fear I must trouble the reader with a pretty long quotation, in order to set before him the more clearly this author's peculiar way of conceiving and reasoning :

“ Happily (the K.) was then advised by ministers, who did not suffer themselves to be dazzled by the glare of brilliant appearances ; but, knowing them to be *fallacious*, they wisely resolved to profit of their splendour before our ene-

“ mies should also *discover the imposition*.—The
“ increase in the exports was found to have been
“ occasioned chiefly by the demands of *our own*
“ *fleets und armies*, and, instead of bringing wealth
“ to the nation, was to be paid for by oppressive
“ taxes upon the people of England. While the
“ British seamen were consuming on board our
“ men of war and privateers, foreign ships and
“ foreign seamen were employed in the transpor-
“ tation of our merchandize; and the carrying
“ trade, so great a source of wealth and marine, *was*
“ *entirely engrossed by the neutral nations*. The
“ number of British ships annually arriving in our
“ ports was reduced 1756 sail, containing 92,559
“ tons, on a medium of the six years war, com-
“ pared with the six years of peace preceding it.—
“ The conquest of the Havannah had, indeed,
“ stopped the remittance of specie from Mexico to
“ Spain; but it had not enabled England to seize
“ it: on the contrary, our merchants suffered by
“ the detention of the galleons, as their *correspon-*
“ *dents in Spain were disabled from paying them*
“ *for their goods sent to America*. The loss of
“ *the trade to old Spain was a farther bar to an*
“ *influx of specie*; and the attempt upon Portugal
“ had not only deprived us of an import of bullion
“ from thence, but the payment of our troops
“ employed in its defence was a fresh drain opened
“ for the diminution of our circulating specie.—
“ The

“ The high premiums given for new loans had sunk
“ the price of the old stock near a third of its origi-
“ nal value ; so that the purchasers had an obli-
“ gation from the state to repay them with an
“ addition of 33 *per cent.* to their capital. Every
“ new loan required new taxes to be imposed ;
“ new taxes must add to the price of our manu-
“ factures *and lessen their consumption among*
“ *foreigners.* The decay of our trade must ne-
“ cessarily *occasion a decrease of the public ré-*
“ *venue ;* and a deficiency of our funds must
“ either be made up by fresh taxes, which would
“ only add to the calamity ; or our national credit
“ must be destroyed, by shewing the publick cre-
“ ditors the inability of the nation to repay them
“ their principal money.—Bounties had already
“ been given for recruits which exceeded the
“ year’s wages of the plowman and reaper ; and as
“ these were exhausted, and *husbandry stood still*
“ *for want of hands,* the manufacturers were next
“ to be tempted to quit the anvil and the loom
“ by higher offers.—*France, bankrupt France,*
“ *had no such calamities impending over her ;*
“ *her distresses were great, but they were imme-*
“ *diate and temporary ; her want of credit pre-*
“ *served her from a great increase of debt, and*
“ *the loss of her ultramarine dominions lessened*
“ *her expences.* Her colonies had, indeed, put
“ themselves into the hands of the English ; but

“ *the property of her subjects had been pre-*
 “ *served by capitulations, and a way opened*
 “ *for making her those remittances, which the*
 “ *war had before suspended, with as much secu-*
 “ *rity as in the time of peace.*—Her armies in
 “ Germany had been hitherto prevented from
 “ seizing upon Hanover; but they continued to
 “ encamp on the same ground on which the first
 “ battle was fought; and, as it must ever happen
 “ from the policy of that government, *the last*
 “ *troops she sent into the field were always*
 “ *found to be the best, and her frequent losses*
 “ *only served to fill her regiments with better*
 “ *soldiers. The conquest of Hanover became*
 “ *therefore every campaign more probable.* It
 “ is not to be noted, that the French troops re-
 “ ceived subsistence only, for the last three years
 “ of the war; and that, although large arrears
 “ were due to them at its conclusion, the charge
 “ was the less during its continuance *.”

If any one be willing to see to how much greater
 lengths the author carries these ideas, he will re-
 cur to the book. This is sufficient for a specimen
 of his manner of thinking. I believe one reflection
 uniformly obtrudes itself upon every reader of
 these paragraphs. For what purpose in any cause
 shall we hereafter contend with France? Can we
 ever flatter ourselves that we shall wage a more
 successful

* P. 6, 7, 8, 9, 10.

successful war? If, on our part, in a war the most prosperous we ever carried on, by sea and by land, and in every part of the globe, attended with the unparalleled circumstance of an immense increase of trade and augmentation of revenue; if a continued series of disappointments, disgraces, and defeats, followed by publick bankruptcy, on the part of France; if all these still leave her a gainer on the whole balance, will it not be downright phrensy in us ever to look her in the face again, or to contend with her any, even the most essential points, since victory and defeat, though by different ways, equally conduct us to our ruin? Subjection to France without a struggle will indeed be less for our honour, but on every principle of our author it must be more for our advantage. According to his representation of things, the question is only concerning the most easy fall. France had not discovered, our statesman tells us, at the end of that war, the triumphs of defeat, and the resources which are derived from bankruptcy. For my poor part, I do not wonder at their blindness. But the English ministers saw further. Our author has at length let foreigners also into the secret, and made them altogether as wise as ourselves. It is their own fault if (*vulgato imperii arcano*) they are imposed upon any longer. They now are apprized of the sentiments which the great candidate for the government of this great

empire entertains ; and they will act accordingly. They are taught our weakness and their own advantages.

He tells the world *, that if France carries on the war against us in Germany, every loss she sustains contributes to the achievement of her conquest. If her armies are three years unpaid, she is the less exhausted by expence. If her credit is destroyed, she is the less oppressed with debt. If her troops are cut to pieces, they will by her policy (and a wonderful policy it is) be improved, and will be supplied with much better men. If the war is carried on in the colonies, he tells them that the loss of her ultramarine dominions lessens her expences †, and ensures her remittances :

*Per damna, per cædes, ab ipso
Ducit opes animumque ferro.*

If so, what is it we can do to hurt her ?—it will be all an *imposition*, all *fallacious*. Why the result must be—

----- *Occidit, occidit*
Spes omnis, et fortuna nostri
Nominis. - - -

The only way which the author's principles leave for our escape, is to reverse our condition into that of France, and to take her losing cards into our hands. But though his principles drive him

to

* P. 9, 10.

† P. 9.

to it, his politicks will not suffer him to walk on this ground. Talking at our ease and of other countries, we may bear to be diverted with such speculations; but in England we shall never be taught to look upon the annihilation of our trade, the ruin of our credit, the defeat of our armies, and the loss of our ultramarine dominions (whatever the author may think of them), to be the high road to prosperity and greatness.

The reader does not, I hope, imagine that I mean seriously to set about the refutation of these uningenious paradoxes and reveries without imagination. I state them only that we may discern a little in the questions of war and peace, the most weighty of all questions, what is the wisdom of those men who are held out to us as the only hope of an expiring nation. The present ministry is indeed of a strange character: at once indolent and distracted. But if a ministerial system should be formed, actuated by such maxims as are avowed in this piece, the vices of the present ministry would become their virtues; their indolence would be the greatest of all publick benefits, and a distraction that entirely defeated every one of their schemes would be our only security from destruction.

To have stated these reasonings is enough, I presume, to do their business. But they are accompanied with facts and records, which may seem of a little more weight. I trust, however, that the

facts of this author will be as far from bearing the touchstone, as his arguments. On a little enquiry, they will be found as great an imposition as the successes they are meant to depreciate ; for they are all either false or fallaciously applied ; or not in the least to the purpose for which they are produced.

First the author, in order to support his favourite paradox, that our possession of the French colonies was of no detriment to France, has thought proper to inform us, that * “ they put themselves “ into the hands of the English.” He uses the same assertion, in nearly the same words, in another place † ; “ her colonies had put themselves into our “ hands.” Now, in justice not only to fact and common sense, but to the incomparable valour and perseverance of our military and naval forces thus unhandsomely traduced, I must tell this author, that the French colonies did not “ put themselves into the hands of the English.” They were compelled to submit ; they were subdued by dint of English valour. Will the five years’ war carried on in Canada, in which fell one of the principal hopes of this nation, and all the battles lost and gained during that anxious period, convince this author of his mistake ? Let him inquire of Sir Jeffery Amherst, under whose conduct that war was

* P. 9.

† P. 6.

was carried on ; of Sir Charles Saunders, whose steadiness and presence of mind saved our fleet, and were so eminently serviceable in the whole course of the siege of Quebec ; of General Monckton, who was shot through the body there, whether France “ put her colonies into the hands of the “ English.”

Though he has made no exception, yet I would be liberal to him ; perhaps he means to confine himself to her colonies in the West Indies. But surely it will fare as ill with him there as in North America, whilst we remember that in our first attempt at Martinico we were actually defeated ; that it was three months before we reduced Guadeloupe ; and that the conquest of the Hayannah was achieved by the highest conduct, aided by circumstances of the greatest good fortune. He knows the expence both of men and treasure at which we bought that place. However, if it had so pleased the peace-makers, it was no dear purchase ; for it was decisive of the fortune of the war and the terms of the treaty : the duke of Nivernois thought so ; France, England, Europe, considered it in that light ; all the world, except the then friends of the then ministry, who wept for our victories, and were in haste to get rid of the burthen of our conquests. This author knows that France did not put those colonies into the hands of England ; but he

he well knows who did put the most valuable of them into the hands of France.

In the next place, our author* is pleased to consider the conquest of those colonies in no other light than as a convenience for the remittances to France, which he asserts that the war had before suspended, but for which a way was opened (by our conquest) as secure as in time of peace. I charitably hope he knows nothing of the subject. I referred him lately to our commanders, for the resistance of the French colonies; I now wish he would apply to our custom-house entries, and our merchants, for the advantages which we derived from them.

In 1761, there was no entry of goods from any of the conquered places but Guadaloupe; in that year it stood thus:

| | |
|--------------------------|----------------|
| | £. |
| Imports from Guadaloupe, | value, 482,179 |

In 1762, when we had not yet delivered up our conquests, the account was,

| | |
|--------------------------------------|---------|
| | £. |
| Guadaloupe, - - - | 513,244 |
| Martinico, - - - | 288,425 |

| | |
|------------------------|-------------------|
| Total imports in 1762, | value, £. 801,669 |
|------------------------|-------------------|

In

* P. 9.

In 1763, after we had delivered up the sovereignty of these islands, but kept open a communication with them, the imports were,

| | £. |
|----------------------------------|-----------|
| Guadaloupe, | 412,303 |
| Martinico, | 344,161 |
| Havannah, | 249,386 |
| Total imports in 1763, value, £. | 1,005,850 |

Besides, I find; in the account of bullion imported and brought to the Bank, that, during that period in which the intercourse with the Havannah was open, we received at that one shop, in treasure, from that one place, 559,810*l.*; in the year 1763, 389,450*l.*; so that the import from these places in that year amounted to 1,395,300*l.*

On this state the reader will observe, that I take the imports from, and not the exports to, these conquests, as the measure of the advantages which we derived from them. I do so for reasons which will be somewhat worthy the attention of such readers as are fond of this species of enquiry. I say therefore I choose the import article, as the best, and indeed the only standard we can have, of the value of the West India trade. Our export entry

entry does not comprehend the greatest trade we carry on with any of the West India islands, the sale of negroes : nor does it give any idea of two other advantages we draw from them ; the remittances for money spent here, and the payment of part of the balance of the North American trade. It is therefore quite ridiculous, to strike a balance merely on the face of an access of imports and exports, in that commerce ; though, in most foreign branches, it is, on the whole, the best method. If we should take that standard, it would appear, that the balance with our own islands is, annually, several hundred thousand pounds against this country *. Such is its aspect on the custom-house entries ; but we know the direct contrary to be the fact. We know that the West Indians are always indebted to our merchants, and that the value of every shilling of West India produce is English property. So that our import from them, and not our export, ought always to be considered as their true value ; and this corrective ought to be applied to

£.

| | |
|-------------------------------------------------------|-----------|
| * Total imports from the West Indies in 1764, | 2,909,411 |
| Exports to ditto in ditto, - - - | 896,511 |

Excess of imports - - - - £. 2,012,900

In this, which is the common way of stating the balance, it will appear upwards of two millions against us, which is ridiculous.

to all general balances of our trade, which are formed on the ordinary principles.

If possible, this was more emphatically true of the French West India Islands, whilst they continued in our hands. That none, or only a very contemptible part, of the value of this produce could be remitted to France, the author will see, perhaps with unwillingness, but with the clearest conviction, if he considers, that in the year 1763, *after we had ceased to export* to the isles of Guadaloupe and Martinico, and to the Havannah, and after the colonies were free to send all their produce to Old France and Spain, if they had any remittance to make; he will see, that we imported from those places, in that year, to the amount of 1,395,300*l*. So far was the whole annual produce of these islands from being adequate to the payments of their annual call upon us, that this mighty additional importation was necessary, though not quite sufficient, to discharge the debts contracted in the few years we held them. The property, therefore, of their whole produce was ours; not only during the war, but even for more than a year after the peace. The author, I hope, will not again venture upon so rash and discouraging a proposition concerning the nature and effect of those conquests, as to call them a convenience to the remittances of France; he sees, by this
account,

account, that what he asserts is not only without foundation, but even impossible to be true.

As to our trade at that time, he labours with all his might to represent it as absolutely ruined, or on the very edge of ruin. Indeed, as usual with him, he is often as equivocal in his expression, as he is clear in his design. Sometimes he more than insinuates a decay of our commerce in that war; sometimes he admits an encrease of exports; but it is in order to depreciate the advantages we might appear to derive from that encrease, whenever it should come to be proved against him. He tells you *, “ that it was chiefly occasioned by the demands of our own fleets and armies, and, instead of bringing wealth to the nation, was to be paid for by oppressive taxes upon the people of England.” Never was any thing more destitute of foundation. It might be proved, with the greatest ease, from the nature and quality of the goods exported, as well as from the situation of the places to which our merchandize was sent, and which the war could no wise affect, that the supply of our fleets and armies could not have been the cause of this wonderful encrease of trade: its cause was evident to the whole world; the ruin of the trade of France, and our possession of her colonies. What wonderful effects this cause produced the reader

* P. 6.

reader will see below * ; and he will form on that account some judgment of the author's candour or information.

Admit however that a great part of our export, though nothing is more remote from fact, was owing

| | 1754. | £. | s. | d. |
|-----------------------------------------|--------------|----|----|----|
| * Total export of British goods, value, | 8,317,506 | 15 | 3 | |
| Ditto of foreign goods in time, - - | 2,910,836 | 14 | 9 | |
| Ditto of ditto out of time, - - | 559,485 | 2 | 10 | |
| Total exports of all kinds, - - | 11,787,828 | 12 | 10 | |
| Total imports, - - - | 8,093,472 | 15 | 0 | |
| Balance in favour of England, - | £. 3,694,355 | 17 | 10 | |
| | 1761. | £. | s. | d. |
| Total export of British goods, - - | 10,649,581 | 12 | 6 | |
| Ditto of foreign goods in time, - - | 3,553,692 | 7 | 1 | |
| Ditto of ditto out of time, - - | 355,015 | 0 | 2 | |
| Total exports of all kinds, - - | 14,558,288 | 19 | 9 | |
| Total imports, - - - | 9,294,915 | 1 | 6 | |
| Balance in favour of England, - | £. 5,263,373 | 18 | 3 | |

Here is the state of our trade in 1761, compared with a very good year of profound peace: both are taken from the authentic entries at the custom-house. How the author can contrive to make this encrease of the export of English produce agree with his account of the dreadful want of hands in England, p. 9, unless he supposes manufactures to be made without hands; I really do not see. It is painful to be so frequently obliged to set this author right in matters of fact. This state will fully refute all that he has said or insinuated upon the difficulties and decay of our trade, p. 6, 7, and 9.

owing to the supply of our fleets and armies ; was it not something?—was it not peculiarly fortunate for a nation, that she was able from her own bosom to contribute largely to the supply of her armies militating in so many distant countries ? The author allows that France did not enjoy the same advantages. But it is remarkable, throughout his whole book, that those circumstances which have ever been considered as great benefits, and decisive proofs of national superiority, are, when in our hands, taken either in diminution of some other apparent advantage, or even sometimes as positive misfortunes. The opticks of that politician must be of a strange conformation, who beholds every thing in this distorted shape.

So far as to our trade. With regard to our navigation, he is still more uneasy at our situation, and still more fallacious in his state of it. In his text, he affirms it “to have been *entirely* engrossed “by the neutral nations*.” This he asserts roundly and boldly, and without the least concern ; although it cost no more than a single glance of the eye upon his own margin to see the full refutation of this assertion. His own account proves against him, that, in the year 1761, the British shipping amounted to 527,557 tons—the foreign to no more than 180,102. The medium of his six years
British

* P. 7. See also p. 13.

British, 2,449,555 tons—foreign only 905,690. This state (his own) demonstrates that the neutral nations did not *entirely engross our navigation*.

I am willing from a strain of candour to admit that this author speaks at random; that he is only slovenly and inaccurate, and not fallacious. In matters of account, however, this want of care is not excusable: and the difference between neutral nations entirely engrossing our navigation, and being only subsidiary to a vastly augmented trade, makes a most material difference to his argument. From that principle of fairness, though the author speaks otherwise, I am willing to suppose he means no more than that our navigation had so declined as to alarm us with the probable loss of this valuable object. I shall however shew, that his whole proposition, whatever modifications he may please to give it, is without foundation; that our navigation had not decreased; that, on the contrary, it had greatly encreased in the war; that it had encreased by the war; and that it was probable the same cause would continue to augment it to a still greater height; to what an height it is hard to say, had our success continued.

But first I must observe, I am much less solicitous whether his fact be true or no, than whether his principle be well established. Cases are dead things, principles are living and productive. I affirm then, that, if in time of war our trade had

the good fortune to encrease, and at the same time a large, nay the largest, proportion of carriage had been engrossed by neutral nations, it ought not in itself to have been considered as a circumstance of distress. War is a time of inconvenience to trade ; in general it must be straitened, and must find its way as it can. It is often happy for nations that they are able to call in neutral navigation. They all aim at it. France endeavoured at it, but could not compass it. Will this author say, that, in a war with Spain, such an assistance would not be of absolute necessity ? that it would not be the most gross of all follies to refuse it ?

In the next place, his method of stating a medium of six years of war, and six years of peace, to decide this question, is altogether unfair. To say, in derogation of the advantages of a war, that navigation is not equal to what it was in time of peace, is what hitherto has never been heard of. No war ever bore that test but the war which he so bitterly laments. One may lay it down as a maxim, that an average estimate of an object in a steady course of rising or of falling, must in its nature be an unfair one ; more particularly if the cause of the rise or fall be visible, and its continuance in any degree probable. Average estimates are never just but when the object fluctuates, and no reason can be assigned why it should not continue still to fluctuate. The author chuses to allow
nothing

nothing at all for this : he has taken an average of six years of the war. He knew, for every body knows, that the first three years were on the whole rather unsuccessful ; and that, in consequence of this ill success, trade sunk, and navigation declined with it ; but *that grand delusion* of the three last years turned the scale in our favour. At the beginning of that war (as in the commencement of every war), traders were struck with a sort of panick. Many went out of the freighting business. But by degrees, as the war continued, the terroure wore off ; the danger came to be better appreciated, and better provided against ; our trade was carried on in large fleets, under regular convoys, and with great safety. The freighting business revived. The ships were fewer, but much larger ; and though the number decreased, the tonnage was vastly augmented ; insomuch that in 1761 the *British* shipping had risen by the author's own account 527,557 tons.—In the last year he has given us of the peace, it amounted to no more than 494,772 ; that is, in the last year of the war it was 32,785 tons more than in the correspondent year of his peace average. No year of the peace exceeded it except one, and that but little.

The fair account of the matter is this. Our trade had, as we have just seen, encreased to so astonishing a degree in 1761, as to employ British and foreign ships to the amount of 707,659 tons,

which is 149,500 more than we employed in the last year of the peace. Thus our trade encreased more than a fifth; our British navigation had encreased likewise with this astonishing encrease of trade, but was not able to keep pace with it; and we added about 120,000 tons of foreign shipping to the 60,000, which had been employed in the last year of the peace. Whatever happened to our shipping in the former years of the war, this would be no true state of the case at the time of the treaty. If we had lost something in the beginning, we had then recovered, and more than recovered, all our losses. Such is the ground of the doleful complaints of the author, that *the carrying trade was wholly engrossed by the neutral nations*.

I have done fairly, and even very moderately, in taking this year, and not his average, as the standard of what might be expected in future, had the war continued. The author will be compelled to allow it, unless he undertakes to shew; first, that the possession of Canada, Martinico, Guadeloupe, Grenada, the Havannah, the Philippines, the whole African trade, the whole East India trade, and the whole Newfoundland fishery, had no certain inevitable tendency to encrease the British shipping; unless, in the second place, he can prove that those trades were, or might be, by law or indulgence, carried on in foreign vessels; and unless, thirdly, he can demonstrate that the
premium

premium of insurance on British ships was rising as the war continued. He can prove not one of these points. I will shew him a fact more that is mortal to his assertions. It is the state of our shipping in 1762. The author had his reasons for stopping short at the preceding year. It would have appeared, had he proceeded farther, that our tonnage was in a course of uniform augmentation, owing to the freight derived from our foreign conquests, and to the perfect security of our navigation from our clear and decided superiority at sea. This, I say, would have appeared from the state of the two years :

1761. British, - - - 527,557 tons.

1762. Ditto, - - - 559,537 tons.

1761. Foreign, - - - 180,102 tons.

1762. Ditto, - - - 129,502 tons.

The two last years of the peace were in no degree equal to these. Much of the navigation of 1763 was also owing to the war ; this is manifest from the large part of it employed in the carriage from the ceded islands, with which the communication still continued open. No such circumstances of glory and advantage ever attended upon a war. Too happy will be our lot, if we should again be forced into a war, to behold any thing that shall resemble them ; and if we were not then the better

for them, it is not in the ordinary course of God's providence to mend our condition.

In vain does the author declaim on the high premiums given for the loans during the war. His long note swelled with calculations on that subject (even supposing the most inaccurate of all calculations to be just) would be entirely thrown away, did it not serve to raise a wonderful opinion of his financial skill in those who are not less surprised than edified, when, with a solemn face and mysterious air, they are told that two and two make four. For what else do we learn from this note? That the more expence is incurred by a nation, the more money will be required to defray it; that in proportion to the continuance of that expence, will be the continuance of borrowing; that the encrease of borrowing and the encrease of debt will go hand in hand; and lastly, that the more money you want, the harder it will be to get it; and that the scarcity of the commodity will enhance the price. Who ever doubted the truth, or the insignificance, of these propositions? what do they prove? that war is expensive, and peace desirable. They contain nothing more than a common-place against war; the easiest of all topicks. To bring them home to his purpose, he ought to have shewn that our enemies had money upon better terms; which he has not shewn, neither can he. I shall speak more fully to this point in
another

another place. He ought to have shewn that the money they raised, upon whatever terms, had procured them a more lucrative return. He knows that our expenditure purchased commerce and conquest: theirs acquired nothing but defeat and bankruptcy.

Thus the author has laid down his ideas on the subject of war. Next follow those he entertains on that of peace. The treaty of Paris upon the whole has his approbation. Indeed, if his account of the war be just, he might have spared himself all further trouble. The rest is drawn on as an inevitable conclusion*. If the house of Bourbon had the advantage, she must give the law; and the peace, though it were much worse than it is, had still been a good one. But, as the world is yet *deceived* on the state of that war, other arguments are necessary; and the author has in my opinion very ill supplied them. He tells of many things we have got, and of which he has made out a kind of bill. This matter may be brought within a very narrow compass, if we come to consider the requisites of a good peace under some plain distinct heads. I apprehend they may be reduced to these: 1. Stability; 2. Indemnification; 3. Alliance.

As to the first, the author more than obscurely hints in several places, that he thinks the peace not likely

* P. 12, 13.

likely to last. However, he does furnish a security; a security, in any light, I fear, but insufficient; on his hypothesis, surely a very odd one :
 * “ By stipulating for the entire possession of the
 “ continent, (says he) the restored French islands
 “ are become in some measure dependent on the
 “ British empire; and the good faith of France in
 “ observing the treaty guaranteed by the value at
 “ which she estimates their possession.” This author soon grows weary of his principles. They seldom last him for two pages together. When the advantages of the war were to be depreciated, then the loss of the ultramarine colonies lightened the expences of France, facilitated her remittances, and therefore *her colonists put them into our hands*. According to this author’s system, the actual possession of those colonies ought to give us little or no advantage in the negociation for peace; and yet the chance of possessing them on a future occasion gives a perfect security for the preservation of that peace †. The conquest of the Havannah, if it did not serve Spain, rather distressed England, says our author ‡. But the molestation which her gallcons may suffer from our station in Pensacola gives

* P. 17.

† P. 6.

‡ “ Our merchants suffered by the detention of the gallcons, as their correspondents in Spain were disabled from paying them for their goods sent to America.” State of the Nation, p. 7.

gives us advantages, for which we were not allowed to credit the nation for the Havannah itself; a place surely full as well situated for every external purpose as Pensacola, and of more internal benefit than ten thousand Pensacolas.

The author sets very little by conquests*; I suppose it is because he makes them so very lightly. On this subject he speaks with the greatest certainty imaginable. We have, according to him, nothing to do, but to go and take possession, whenever we think proper, of the French and Spanish settlements. It were better that he had examined a little what advantage the peace gave us towards the invasion of these colonies, which we did not possess before the peace. It would not have been amiss if he had consulted the publick experience, and our commanders, concerning the absolute certainty of those conquests on which he is pleased to found our security. And if, after all, he should have discovered them to be so very sure, and so very easy, he might at least, to preserve consistency, have looked a few pages back, and (no unpleasing thing to him) listened to himself, where he says, “that the most successful enterprise could not compensate to the nation for the waste of its people, by carrying on war in unhealthy climates†.” A position which he repeats again, page 9.—

So

* P. 12, 13.

† P. 6.

So that, according to himself, his security is not worth the suit; according to fact, he has only a chance, God knows what a chance, of getting at it; and therefore, according to reason, the giving up the most valuable of all possessions, in hopes to conquer them back, under any advantage of situation, is the most ridiculous security that ever was imagined for the peace of a nation. It is true his friends did not give up Canada; they could not give up every thing; let us make the most of it. We have Canada, we know its value. We have not the French any longer to fight in North America; and from this circumstance we derive considerable advantages. But here let me rest a little. The author touches upon a string which sounds under his fingers but a tremulous and melancholy note. North America was once indeed a great strength to this nation, in opportunity of ports, in ships, in provisions, in men. We found her a sound, an active, a vigorous member of the empire. I hope, by wise management, she will again become so. But one of our capital present misfortunes is her discontent and disobedience. To which of the author's favourites this discontent is owing, we all know but too sufficiently. It would be a dismal event, if this foundation of his security, and indeed of all our publick strength, should, in reality, become our weakness; and if all the powers of this empire, which ought to

to fall with a compacted weight upon the head of our enemies, should be dissipated and distracted by a jealous vigilance, or by hostile attempts upon one another. Ten Canadas cannot restore that security for the peace, and for every thing valuable to this country, which we have lost along with the affection and the obedience of our colonies. He is the wise minister, he is the true friend to Britain, who shall be able to restore it.

To return to the security for the peace. The author tells us, that the original great purposes of the war were more than accomplished by the treaty. Surely he has experience and reading enough to know, that, in the course of a war, events may happen, that render its original very far from being its principal purpose. This original may dwindle by circumstances, so as to become not a purpose of the second or even the third magnitude. I trust this is so obvious that it will not be necessary to put cases for its illustration. In that war, as soon as Spain entered into the quarrel, the security of North America was no longer the sole nor the foremost object. The *Family Compact* had been I know not how long before in agitation. But then it was that we saw produced into daylight and action the most odious and most formidable of all the conspiracies against the liberties of Europe that ever has been framed. The war with Spain was the first fruits of that league; and

and a security against that league ought to have been the fundamental point of a pacification with the powers who compose it. We had materials in our hands to have constructed that security in such a manner as never to be shaken. But how did the virtuous and able men of our author labour for this great end? They took no one step towards it. On the contrary they countenanced, and, indeed, as far as it depended on them, recognized it in all its parts; for our plenipotentiary treated with those who acted for the two crowns, as if they had been different ministers of the same monarch. The Spanish minister received his instructions, not from Madrid, but, from Versailles.

This was not hid from our ministers at home, and the discovery ought to have alarmed them, if the good of their country had been the object of their anxiety. They could not but have seen that the whole Spanish monarchy was melted down into the cabinet of Versailles. But they thought this circumstance an advantage; as it enabled them to go through with their work the more expeditiously. Expedition was every thing to them; because France might happen during a protracted negociation to discover the great imposition of our victories.

In the same spirit they negotiated the terms of the peace. If it were thought advisable not to take any positive security from Spain, the most
obvious

obvious principles of policy dictated that the burthen of the cessions ought to fall upon France ; and that every thing which was of grace and favour should be given to Spain. Spain could not, on her part, have executed a capital article in the family compact, which obliged her to compensate the losses of France. At least she could not do it in America ; for she was expressly precluded by the treaty of Utrecht from ceding any territory or giving any advantage in trade to that power. What did our ministers ? They took from Spain the territory of Florida, an object of no value except to shew our dispositions to be quite equal at least towards both powers ; and they enabled France to compensate Spain by the gift of Louisiana ; loading us with all the harshness, leaving the act of kindness with France, and opening thereby a door to the fulfilling of this the most consolidating article of the family compact. Accordingly that dangerous league, thus abetted and authorized by the English ministry without an attempt to invalidate it in any way, or in any of its parts, exists to this hour ; and has grown stronger and stronger every hour of its existence.

As to the second component of a good peace, *compensation*, I have but little trouble ; the author has said nothing upon that head. He has nothing to say. After a war of such expence, this ought to have been a capital consideration. But on what
he

he has been so prudently silent, I think it is right to speak plainly. All our new acquisitions together, at this time, scarce afford matter of revenue, either at home or abroad, sufficient to defray the expence of their establishments ; not one shilling towards the reduction of our debt. Guadaloupe or Martinico alone would have given us material aid ; much in the way of duties, much in the way of trade and navigation. A good ministry would have considered how a renewal of the *Assiento* might have been obtained. We had as much right to ask it at the treaty of Paris as at the treaty of Utrecht. We had incomparably more in our hands to purchase it. Floods of treasure would have poured into this kingdom from such a source ; and, under proper management, no small part of it would have taken a publick direction, and have fructified an exhausted exchequer.

If this gentleman's hero of finance, instead of flying from a treaty, which, though he now defends, he could not approve, and would not oppose ; if he, instead of shifting into an office, which removed him from the manufacture of the treaty, had, by his credit with the then great director, acquired for us these, or any of these, objects, the possession of Guadaloupe or Martinico, or the renewal of the *Assiento*, he might have held his head high in his country ; because he would have performed real service ; ten thousand times

more real service, than all the economy of which this writer is perpetually talking, or all the little tricks of finance which the expertest juggler of the treasury can practise, could amount to in a thousand years. But the occasion is lost; the time is gone, perhaps, for ever.

As to the third requisite, *alliance*, there too the author is silent. What strength of that kind did they acquire? They got no one new ally; they stript the enemy of not a single old one. They disgusted (how justly, or unjustly, matters not) every ally we had; and from that time to this we stand friendless in Europe. But of this naked condition of their country I know some people are not ashamed. They have their system of politicks; our ancestors grew great by another. In this manner these virtuous men concluded the peace; and their practice is only consonant to their theory.

Many things more might be observed on this curious head of our author's speculations. But, taking leave of what the writer says in his serious part, if he be serious in any part, I shall only just point out a piece of his pleasantry. No man, I believe, ever denied that the time for making peace is that in which the best terms may be obtained. But what that time is, together with the use that has been made of it, we are to judge by seeing whether terms adequate to our advantages,
and

and to our necessities, have been actually obtained. —Here is the pinch of the question, to which the author ought to have set his shoulders in earnest. Instead of doing this, he slips out of the harness by a jest; and sneeringly tells us, that, to determine this point, we must know the secrets of the French and Spanish cabinets *, and that parliament was pleased to approve the treaty of peace without calling for the correspondence concerning it. How just this sarcasm on that parliament may be, I say not; but how becoming in the author, I leave it to his friends to determine.

Having thus gone through the questions of war and peace, the author proceeds to state our debt, and the interest which it carried, at the time of the treaty, with the unfairness and inaccuracy, however, which distinguish all his assertions, and all his calculations. To detect every fallacy, and rectify every mistake, would be endless. It will be enough to point out a few of them, in order to shew how
unsafe

* Something however has transpired in the quarrels among those concerned in that transaction. It seems the *good Genius* of Britain, so much vaunted by our author, did his duty nobly. Whilst we were gaining such advantages, the court of France was astonished at our concessions. “ J’ai apporté à Versailles, “ il est vrai, les Ratifications du Roi d’Angleterre à *votre* “ *grand étonnement*, et à celui de bien d’autres. Je dois cela “ au bontés du Roi d’Angleterre, à celles de Milord Bute, à “ Mons. le Comte de Viry, à Mons. le Duc de Nivernois, et “ en fin à mon scavoir faire.” Lettres, &c. du Chev. D’Eon, p. 51.

unsafe it is to place any thing like an implicit trust in such a writer.

The interest of debt contracted during the war is stated by the author at 2,614,892*l*. The particulars appear in pages 14 and 15. Among them is stated the unfunded debt, 9,975,017*l*. supposed to carry interest on a medium at 3 *per cent*. which amounts to 299,250*l*. We are referred to the *Considerations on the Trade and Finances of the Kingdom*, p. 22, for the particulars of that unfunded debt. Turn to the work, and to the place referred to by the author himself, if you have a mind to see a clear detection of a capital fallacy of this article in his account. You will there see that this unfunded debt consists of the nine following articles: the remaining subsidy to the duke of Brunswick; the remaining *dedommagement* to the Landgrave of Hesse; the German demands; the army and ordnance extraordinaries; the deficiencies of grants and funds; Mr. Touchett's claim; the debts due to Nova Scotia and Barbadoes; Exchequer bills; and Navy debt. The extreme fallacy of this state cannot escape any reader who will be at the pains to compare the interest money, with which he affirms us to have been loaded, in his *State of the Nation*, with the items of the principal debt to which he refers in his *Considerations*. The reader must observe, that of this long list of nine articles, only two, the exchequer bills, and part of the navy debt,

carried any interest at all. The first amounted to 1,800,000*l.*; and this undoubtedly carried interest. The whole navy debt indeed amounted to 4,576,915*l.*; but of this only a *part* carried interest. The author of the *Considerations*, &c. labours to prove this very point in p. 18; and Mr. G. has always defended himself upon the same ground, for the insufficient provision he made for the discharge of that debt. The reader may see their own authority for it *.

Mr.

* “ The navy bills are not due till six months after they
 “ have been issued; six months also of the seamen’s wages
 “ by act of parliament must be, and in consequence of the
 “ rules prescribed by that act, twelve months wages gene-
 “ rally, and often much more are retained; and there has
 “ been besides at all times a large arrear of pay, which,
 “ though kept in the account, could never be claimed, the
 “ persons to whom it was due having left neither assignees
 “ nor representatives. The precise amount of such sums
 “ cannot be ascertained; but they can hardly be reckoned
 “ less than 13 or 14 hundred thousand pounds. On 31st
 “ Dec. 1754, when the navy debt was reduced nearly as low
 “ as it could be, it still amounted to 1,296,567*l.* 18*s.* 11 $\frac{3}{4}$ *d.*
 “ consisting chiefly of articles which could not then be dis-
 “ charged; such articles will be larger now, in proportion to
 “ the encrease of the establishment; and an allowance must
 “ always be made for them in judging of the state of the navy
 “ debt, though they are not distinguishable in the account.
 “ In providing for that which is payable, the principal object
 “ of the legislature is always to discharge the bills, for they
 “ are the greatest article; they bear an interest of 4 *per cent.*;
 “ and, when the quantity of them is large, they are a heavy
 “ incumbrance upon all money transactions.”

Mr. G. did in fact provide no more than 2,150,000*l.* for the discharge of these bills in two years. It is much to be wished that these gentlemen would lay their heads together, that they would consider well this matter, and agree upon something. For when the scanty provision made for the unfunded debt is to be vindicated, then we are told it is a very *small part* of that debt which carries interest. But when the publick is to be represented in a miserable condition, and the consequences of the late war to be laid before us in dreadful colours, then we are to be told that the unfunded debt is within a trifle of ten millions, and so large a portion of it carries interest that we must not compute less than 3 *per cent.* upon the *whole*.

In the year 1764, parliament voted 650,000*l.* towards the discharge of the navy debt. This sum could not be applied solely to the discharge of bills carrying interest; because part of the debt due on seamen's wages must have been paid, and some bills carried no interest at all. Notwithstanding this, we find by an account of the Journals of the house of commons, in the following session, that the navy debt carrying interest was, on the 31st of December, 1764, no more than 1,687,442*l.* I am sure therefore that I admit too much when I admit the navy debt carrying interest, after the creation of the navy annuities in the year 1763, to have been 2,200,000*l.* Add the exchequer bills; and the

whole unfunded debt carrying interest will be four millions instead of ten; and the annual interest paid for it at 4 *per cent.* will be 160,000*l.* instead of 299,250*l.* An error of no small magnitude, and which could not have been owing to inadvertency.

The misrepresentation of the encrease of the peace establishment is still more extraordinary than that of the interest of the unfunded debt. The encrease is great undoubtedly. However, the author finds no fault with it, and urges it only as a matter of argument to support the strange chimerical proposals he is to make us in the close of his work for the encrease of revenue. The greater he made that establishment, the stronger he expected to stand in argument: but, whatever he expected or proposed, he should have stated the matter fairly. He tells us that this establishment is nearly 1,500,000*l.* more than it was in 1752, 1753, and other years of peace. This he has done in his usual manner, by assertion, without troubling himself either with proof or probability. For he has not given us any state of the peace establishment in the years 1753 and 1754, the time which he means to compare with the present. As I am obliged to force him to that precision, from which he always flies as from his most dangerous enemy, I have been at the trouble to search the Journals in the period between the two last wars: and I find
that

that the peace establishment, consisting of the navy, the ordnance, and the several incidental expences, amounted to 2,346,594*l*. Now is this writer wild enough to imagine, that the peace establishment of 1764 and the subsequent years, made up from the same articles, is 3,800,000*l*. and upwards? His assertion however goes to this. But I must take the liberty of correcting him in this gross mistake, and from an authority he cannot refuse, from his favourite work, and standing authority, the Considerations. We find there, p. 43*, the peace establishment of 1764 and 1765 stated at 3,609,700*l*. This is near two hundred thousand pounds less than that given in The State of the Nation. But even from this, in order to render the

| | £. |
|----------------------------------------------------|---------------------|
| * Navy - - - - - | 1,450,900 |
| Army - - - - - | 1,268,500 |
| Ordnance - - - - - | 174,600 |
| The four American governments - | 19,200 |
| General surveys in America - - | 1,600 |
| Foundling Hospital - - - - | 38,000 |
| To the African committee - - - | 13,000 |
| For the civil establishment on the coast of Africa | 5,500 |
| Militia - - - - - | 100,000 |
| Deficiency of land and malt - - | 300,000 |
| Deficiency of funds - - - - | 202,400 |
| Extraordinaries of the army and navy - | 35,000 |
| Total - | <u>£. 3,609,700</u> |

the articles which compose the peace establishment in the two periods correspondent (for otherwise they cannot be compared), we must deduct first, his articles of the deficiency of land and malt, which amount to 300,000*l*. They certainly are no part of the establishment; nor are they included in that sum, which I have stated above for the establishment in the time of the former peace. If they were proper to be stated at all, they ought to be stated in both accounts. We must also deduct the deficiencies of funds, 202,400*l*. These deficiencies are the difference between the interest charged on the publick for monies borrowed, and the produce of the taxes laid for the discharge of that interest. Annual provision is indeed to be made for them by parliament: but in the enquiry before us, which is only what charge is brought on the publick by interest paid or to be paid for money borrowed, the utmost that the author should do, is to bring into the account the full interest for all that money. This he has done in p. 15; and he repeats it in p. 18, the very page I am now examining, 2,614,892*l*. To comprehend afterwards in the peace establishment the deficiency of the fund created for payment of that interest, would be laying twice to the account of the war part of the same sum. Suppose ten millions borrowed at 4 *per cent*. and the fund for payment of the interest to produce no more than

200,000*l*.

200,000ℓ. The whole annual charge on the publick is 400,000ℓ. It can be no more. But to charge the interest in one part of the account, and then the deficiency in the other, would be charging 600,000ℓ. The deficiency of funds must therefore be also deducted from the peace establishment in the Considerations; and then the peace establishment in that author will be reduced to the same articles with those included in the sum I have already mentioned for the peace establishment before the last war, in the year 1753, and 1754.

£.

| | | | | | |
|-------------------------------------------|---|---|---|---|-----------|
| Peace establishment in the Considerations | - | - | - | - | 3,609,700 |
|-------------------------------------------|---|---|---|---|-----------|

| | | | | | |
|---------------------------|---|---|---------|--|---------------|
| Deduct deficiency of land | | | | | |
| and malt | - | - | 300,000 | | |
| Ditto of funds | - | - | 202,400 | | |
| | | | | | <hr/> 502,400 |

3,107,300

| | | | | | | |
|-----------------------------------------------------------------------------------------------------------|---|---|---|---|---|-----------|
| Peace establishment before the late war, in which no deficiencies of land and malt, or funds are included | - | - | - | - | - | 2,346,594 |
|-----------------------------------------------------------------------------------------------------------|---|---|---|---|---|-----------|

Difference - £. 760,706

Being about half the sum which our author has been pleased to suppose it.

Let us put the whole together. The author states,

| | |
|------------------------------------------------------------|-----------------|
| | £. |
| Difference of peace establishment before and since the war | 1,500,000 |
| Interest of debt contracted by the war | 2,614,892 |
| | <hr/> 4,114,892 |

The *real* difference in the peace establishment is 760,706

The actual interest of the funded debt, including that charged on the sinking fund - 2,315,642

The actual interest of unfunded debt at most 160,000

Total interest of debt contracted by the war - 2,475,642

Increase of peace establishments, and interest of new debt - 3,236,348

Errour of the author - £. 878,544

It is true, the extraordinaries of the army have been found considerably greater than the author of the Considerations was pleased to foretel they would

would be. The author of *The Present State* avails himself of that encrease, and, finding it suit his purpose, sets the whole down in the peace establishment of the present times. If this is allowed him, his error perhaps may be reduced to 700,000*l*. But I doubt the author of the *Considerations* will not thank him for admitting 200,000*l*. and upwards, as the peace establishment for extraordinary, when that author has so much laboured to confine them within 35,000*l*.

These are some of the capital fallacies of the author. To break the thread of my discourse as little as possible, I have thrown into the margin many instances, though God knows far from the whole, of his inaccuracies, inconsistencies, and want of common care. I think myself obliged to take some notice of them, in order to take off from any authority this writer may have; and to put an end to the deference which careless men are apt to pay to one who boldly arrays his accounts, and marshalls his figures, in perfect confidence that their correctness will never be examined*.

However,

* Upon the money borrowed in 1760, the premium of one *per cent.* was for 21 years, not for 20; this annuity has been paid eight years instead of seven; the sum paid is therefore 640,000*l*. instead of 560,000*l*.; the remaining term is worth 10 years and a quarter instead of 11 years*; its value is 820,000*l*. instead.

* See Smart and Demouivre.

However, for argument, I am content to take his state of it. The debt was and is enormous.

The
instead of 880,000*l.*; and the whole value of that premium is 1,460,000*l.* instead of 1,440,000*l.* The like errors are observable in his computation on the additional capital of three *per cent.* on the loan of that year. In like manner, on the loan of 1762, the author computes on five years payment instead of six; and says in express terms, that take 5 from 19, and there remain 13. These are not errors of the pen or the press; the several computations pursued in this part of the work with great diligence and earnestness prove them errors upon much deliberation. Thus the premiums in 1759 are cast up 90,000*l.* too little, an error in the first rule of arithmetic. "The annuities borrowed in 1756 and 1758 are," says he, "to continue till redeemed by parliament." He does not take notice that the first are irredeemable till February 1771, the other till July 1782. In this the amount of the premiums is computed on the time which they have run. Weakly and ignorantly; for he might have added to this, and strengthened his argument, such as it is, by charging also the value of the additional one *per cent.* from the day on which he wrote, to at least that day on which these annuities become redeemable; To make ample amends, however, he has added to the premiums of 15 *per cent.* in 1759, and three *per cent.* in 1760, the annuity paid for them since their commencement; the fallacy of which is manifest; for the premiums in these cases can be neither more nor less than the additional capital for which the publick stands engaged, and is just the same whether five or 500 years annuity has been paid for it. In private life, no man persuades himself that he has borrowed 200*l.* because he happens to have paid 20 years interest on a loan of 100*l.*

The war was expensive. The best economy had not perhaps been used. But I must observe, that war and economy are things not easily reconciled; and that the attempt of leaning towards parsimony in such a state may be the worst management, and in the end the worst economy in the world, hazarding the total loss of all the charge incurred, and of every thing along with it.

But *cui bono* all this detail of our debt? Has the author given a single light towards any material reduction of it? Not a glimmering. We shall see in its place what sort of thing he proposes. But before he commences his operations, in order to scare the publick imagination, he raises by art magick a thick mist before our eyes, through which glare the most ghastly and horrible phantoms.

*Hunc igitur terrorem animi tenebrasque necesse est,
Non radii solis, neque lucida tela diei
Discutiant, sed naturæ species ratioque.*

Let us therefore calmly, if we can for the fright into which he has put us, appreciate those dreadful and deformed gorgons and hydras, which inhabit the joyless regions of an imagination fruitful in nothing but the production of monsters.

His whole representation is founded on the supposed operation of our debt, upon our manufactures, and our trade. To this cause he attributes a
certain

certain supposed dearness of the necessaries of life, which must compel our manufacturers to emigrate to cheaper countries, particularly to France, and with them the manufacture. Thence consumption declining, and with it revenue. He will not permit the real balance of our trade to be estimated so high as 2,500,000*l.*; and the interest of the debt to foreigners carries off 1,500,000*l.* of that balance. France is not in the same condition. Then follow his wailings and lamentings, which he renews over and over, according to his custom—a declining trade, and decreasing specie—on the point of becoming tributary to France—of losing Ireland—of having the colonies torn away from us.

The first thing upon which I shall observe is *, what he takes for granted as the clearest of all propositions, the emigration of our manufacturers to France. I undertake to say that this assertion is totally groundless, and I challenge the author to bring any sort of proof of it. If living is cheaper in France, that is, to be had for less specie, wages are proportionably lower. No manufacturer, let the living be what it will, was ever known to fly for refuge to low wages. Money is the first thing which attracts him. Accordingly our wages attract artificers from all parts of the world. From
two

* P. 30, 31, 32.

two shillings to one shilling, is a fall in all men's imaginations, which no calculation upon a difference in the price of the necessaries of life can compensate. But it will be hard to prove that a French artificer is better fed, clothed, lodged, and warmed, than one in England; for that is the sense, and the only sense, of living cheaper. If, in truth and fact, our artificer fares as well in all these respects as one in the same state in France—how stands the matter in point of opinion and prejudice, the springs by which people in that class of life are chiefly actuated? The idea of our common people concerning French living is dreadful; altogether as dreadful as our author's can possibly be of the state of his own country; a way of thinking that will hardly ever prevail on them to desert to France*.

But, leaving the author's speculations, the fact is, that they have not deserted; and of course the manufacture cannot be departed, or departing, with them. I am not indeed able to get at all the details of our manufactures; though, I think, I have taken full as much pains for that purpose as our author. Some I have by me; and they do not

* In a course of years a few manufacturers have been tempted abroad, not by cheap living, but by immense premiums, to set up as masters, and to introduce the manufacture. This must happen in every country eminent for the skill of its artificers, and has nothing to do with taxes and the price of provisions.

not hitherto, thank God, support the author's complaint, unless a vast encrease of the quantity of goods manufactured be a proof of losing the manufacture. On a view of the registers in the West-riding of Yorkshire, for three years before the war, and for the three last, it appears, that the quantities of cloths entered were as follows :

| | | Pieces broad. | | Pieces narrow. |
|-----------------------|---|---------------|---|----------------|
| 1752, | - | 60,724 | - | 72,442 |
| 1753, | - | 55,358 | - | 71,618 |
| 1754, | - | 56,070 | - | 72,394 |
| | | <hr/> | | <hr/> |
| | | 172,152 | | 216,454 |
| | | <hr/> | | <hr/> |
| | | Pieces broad. | | Pieces narrow. |
| 1765, | - | 54,660 | - | 77,419 |
| 1766, | - | 72,575 | - | 78,893 |
| 1767, | - | 102,428 | - | 78,819 |
| | | <hr/> | | <hr/> |
| 3 years, ending 1767, | - | 229,663 | - | 235,131 |
| 3 years, ending 1754, | - | 172,152 | - | 216,454 |
| | | <hr/> | | <hr/> |
| Encrease, | | 57,511 | - | 18,677 |
| | | <hr/> | | <hr/> |

In this manner this capital branch of manufacture has encreased, under the encrease of taxes ;
and

and this not from a declining, but from a greatly flourishing period of commerce. I may say the same on the best authority of the fabrick of thin goods at Halifax; of the bays at Rochdale; and of that infinite variety of admirable manufactures that grow and extend every year among the spirited, inventive, and enterprising traders of Manchester.

A trade sometimes seems to perish when it only assumes a different form. Thus the coarsest woollens were formerly exported in great quantities to Russia. The Russians now supply themselves with these goods. But the export thither of finer cloths has encreased in proportion as the other has declined. Possibly some parts of the kingdom may have felt something like a languor in business. Objects like trade and manufacture, which the very attempt to confine would certainly destroy, frequently change their place; and thereby, far from being lost, are often highly improved. Thus some manufactures have decayed in the west and south, which have made new and more vigorous shoots when transplanted into the north. And here it is impossible to pass by, though the author has said nothing upon it, the vast addition to the mass of British trade, which has been made by the improvement of Scotland. What does he think of the commerce of the city of Glasgow, and of the manufactures of Paisley and all the adjacent country?

has this any thing like the deadly aspect and *facies Hippocratica* which the false diagnostick of our state physician has given to our trade in general? Has he not heard of the iron works of such magnitude even in their cradle which are set up on the Carron, and which at the same time have drawn nothing from Sheffield, Birmingham, or Wolverhampton?

This might perhaps be enough to shew the entire falsity of the complaint concerning the decline of our manufactures. But every step we advance, this matter clears up more; and the false terrours of the author are dissipated, and fade away as the light appears. “The trade and manufactures of this country (says he) going to ruin, and a diminution of our *revenue from consumption* must attend the loss of so many seamen and artificers.” Nothing more true than the general observation: nothing more false than its application to our circumstances. Let the revenue on consumption speak for itself:

| | | |
|--------------------------------------|-----------|--------------|
| | | £. |
| Average of net excise, since the new | | |
| duties, three years ending 1767, - | 4,590,734 | |
| Ditto before the new duties, three | | |
| years ending 1759, - - - | 3,261,694 | |
| Average encrease, - | | £. 1,329,040 |

Here

Here is no diminution. Here is, on the contrary, an immense increase. This is owing, I shall be told, to the new duties, which may increase the total bulk, but at the same time may make some diminution of the produce of the old. Were this the fact, it would be far from supporting the author's complaint. It might have proved that the burthen lay rather too heavy; but it would never prove that the *revenue from consumption* was impaired, which it was his business to do. But what is the real fact? Let us take, as the best instance for the purpose, the produce of the old hereditary and temporary excise granted in the reign of Charles the Second, whose object is that of most of the new impositions, from two averages, each of eight years.

| | |
|-------------------------------------|-----------|
| | £. |
| Average, first period, eight years, | |
| ending 1754, - - - - | 525,317 |
| Ditto, second period, eight years, | |
| ending 1767, - - - - | 538,542 |
| | <hr/> |
| Encrease, - | £. 13,225 |
| | <hr/> |

I have taken these averages as including in each a war and a peace period; the first before the imposition of the new duties, the other since those impositions; and such is the state of the oldest branch of the revenue from consumption. Besides

the acquisition of so much new, this article, to speak of no other, has rather encreased under the pressure of all those additional taxes to which the author is pleased to attribute its destruction. But as the author has made his grand effort against those moderate, judicious, and necessary levies, which support all the dignity, the credit, and the power of his country, the reader will excuse a little further detail on this subject; that we may see how little oppressive those taxes are on the shoulders of the publick, with which he labours so earnestly to load its imagination. For this purpose we take the state of that specifick article upon which the two capital burthens of the war leaned the most immediately, by the additional duties on malt, and upon beer.

| | Barrels. |
|---------------------------------------------------------------------------------------------------------------------|----------------|
| Average of strong beer, brewed in eight years before the additional malt and beer duties, - - | 3,895,059 |
| Average of strong beer, eight years since the duties, - - - | 4,060,726 |
| Encrease in the last period, | <u>165,667</u> |

Here is the effect of two such daring taxes as 3*d.* by the bushel additional on malt, and 3*s.* by the barrel additional on beer. Two impositions laid without remission one upon the neck of the other; and

and laid upon an object which before had been immensely loaded. They did not in the least impair the consumption: it has grown under them. It appears that, upon the whole, the people did not feel so much inconvenience from the new duties as to oblige them to take refuge in the private brewery. Quite the contrary happened in both these respects in the reign of King William; and it happened from much slighter impositions*. No people can long consume a commodity for which they are not well able to pay. An enlightened reader laughs at the inconsistent chimera of our author, of a people universally luxurious, and at the same time oppressed with taxes and declining in trade. For my part, I cannot look on these duties as the author does. He sees nothing but the burthen. I can perceive the burthen as well as he; but I cannot avoid contemplating also the strength

* Although the publick brewery has considerably encreased in this latter period, the produce of the malt tax has been something less than in the former; this cannot be attributed to the new malt tax. Had this been the cause of the lessened consumption, the publick brewery, so much more burthened, must have felt it more. The cause of this diminution of the malt tax, I take to have been principally owing to the greater dearness of corn in the second period than in the first, which, in all its consequences, affected the people in the country much more than those in the towns. But the revenue from consumption was not, on the whole, impaired; as we have seen in the foregoing page.

strength that supports it. From thence I draw the most comfortable assurances of the future vigour, and the ample resources; of this great, misrepresented country; and can never prevail on myself to make complaints which have no cause, in order to raise hopes which have no foundation.

When a representation is built on truth and nature, one member supports the other, and mutual lights are given and received from every part. Thus, as our manufacturers have not deserted, nor the manufacture left us, nor the consumption declined, nor the revenue sunk; so neither has trade, which is at once the result, measure, and cause of the whole, in the least decayed, as our author has thought proper sometimes to affirm, constantly to suppose, as if it were the most indisputable of all propositions. The reader will see below the comparative state of our trade* in three of the best years

| * Total Imports, value, | | Exports, ditto. | |
|-------------------------|-------------|-----------------|------------|
| £. | | £. | |
| 1752, | - 7,889,369 | - | 11,694,912 |
| 1753, | - 8,625,029 | - | 12,243,604 |
| 1754, | - 8,093,472 | - | 11,787,828 |
| Total, £. 24,607,870 | | - | 35,726,344 |
| | | | 24,607,870 |
| Exports exceed imports, | | | 11,118,474 |
| Medium balance, - £. | | | 3,706,158 |

Total

years before our encrease of debt and taxes, and with it the three last years since the author's date of our ruin.

In the last three years the whole of our exports was between 44 and 45 millions. In the three years preceding the war, it was no more than from 35 to 36 millions. The average balance of the former period was 3,706,000*l.*; of the latter, something above four millions. It is true, that whilst the impressions of the author's destructive war continued, our trade was greater than it is at present. One of the necessary consequences of the peace was, that France must gradually recover a part of those markets of which she had been originally in possession. However, after all these deductions, still the gross trade in the worst year of the present is better than in the best year of any former period of peace. A very great part

| Total Imports, value, | | Exports, ditto. | |
|--------------------------------------|--------------|-----------------|--|
| £. | | £. | |
| 1764, | - 10,319,946 | - 16,164,532 | |
| 1765, | - 10,889,742 | - 14,550,507 | |
| 1766, | - 11,475,825 | - 14,024,964 | |
| Total, £. 32,685,513 | | - 44,740,003 | |
| | | - 32,685,513 | |
| Exports exceed, | | - 12,054,490 | |
| Medium balance for three last years, | | £. 4,018,163 | |

of our taxes, if not the greatest, has been imposed since the beginning of the century. On the author's principles, this continual encrease of taxes must have ruined our trade, or at least entirely checked its growth. But I have a manuscript of Davenant, which contains an abstract of our trade for the years 1703 and 1704; by which it appears, that the whole export from England did not then exceed 6,552,019*l*. It is now considerably more than double that amount. Yet England was then a rich and flourishing nation.

The author endeavours to derogate from the balance in our favour as it stands on the entries, and reduces it from four millions, as it there appears, to no more than 2,500,000*l*. His observation on the looseness and inaccuracy of the export entries is just; and that the error is always an error of excess, I readily admit. But because, as usual, he has wholly omitted some very material facts, his conclusion is as erroneous as the entries he complains of.

On this point of the custom-house entries I shall make a few observations. 1st. The inaccuracy of these entries can extend only to FREE GOODS, that is, to such British products and manufactures, as are exported without drawback and without bounty; which do not in general amount to more than two-thirds at the very utmost of the whole export even of *our home products*. The valuable
articles

articles of corn, malt, leather, hops, beer, and many others, do not come under this objection of inaccuracy. The article of CERTIFICATE GOODS re-exported, a vast branch of our commerce, admits of no error (except some smaller frauds which cannot be estimated), as they have all a drawback of duty, and the exporter must therefore correctly specify their quantity and kind. The author therefore is not warranted from the known error in some of the entries, to make a general defalcation from the whole balance in our favour. This error cannot effect more than half, if so much, of the export article. 2dly. In the account made up at the inspector general's office, they estimate only the original cost of British products as they are here purchased; and on foreign goods, only the prices in the country from whence they are sent. This was the method established by Mr. Davenant; and, as far as it goes, it certainly is a good one. But the profits of the merchant at home, and of our factories abroad, are not taken into the account: which profit on such an immense quantity of goods exported and re-exported cannot fail of being very great: five *per cent.* upon the whole, I should think, a very moderate allowance. 3dly. It does not comprehend the advantage arising from the employment of 600,000 tons of shipping, which must be paid by the foreign consumer, and which, in many bulky articles of commerce, is

equal to the value of the commodity. This can scarcely be rated at less than a million annually. 4thly. The whole import from Ireland and America, and from the West Indies, is set against us in the ordinary way of striking a balance of imports and exports; whereas the import and export are both our own. This is just as ridiculous, as to put against the general balance of the nation, how much more goods Cheshire receives from London, than London from Cheshire. The whole revolves and circulates through this kingdom, and is, so far as regards our profit, in the nature of home trade, as much as if the several countries of America and Ireland were all pieced to Cornwall. The course of exchange with all these places is fully sufficient to demonstrate that this kingdom has the whole advantage of their commerce. When the final profit upon a whole system of trade rests and centers in a certain place, a balance struck in that place merely on the mutual sale of commodities is quite fallacious. 5thly. The custom-house entries furnish a most defective, and, indeed, ridiculous idea of the most valuable branch of trade we have in the world,—that with Newfoundland. Observe what you export thither; a little spirits, provision, fishing lines, and fishing hooks. Is this *export* the true idea of the Newfoundland trade in the light of a beneficial branch of commerce? Nothing less. Examine our imports from thence; it

it seems upon this vulgar idea of exports and imports, to turn the balance against you. But your exports to Newfoundland are your own goods. Your import is your own food; as much your own, as that you raise with your ploughs out of your own soil; and not your loss, but your gain; your riches, not your poverty. But so fallacious is this way of judging, that neither the export nor import, nor both together, supply any idea approaching to adequate of that branch of business. The vessels in that trade go straight from Newfoundland to the foreign market; and the sale there, not the import here, is the measure of its value. That trade, which is one of your greatest and best, is hardly so much as seen in the custom-house entries; and it is not of less annual value to this nation than 400,000*l*. 6thly. The quality of your imports must be considered as well as the quantity. To state the whole of the foreign import *as loss*, is exceedingly absurd. All the iron, hemp, flax, cotton, Spanish wool, raw silk, woollen and linen yarn, which we import, are by no means to be considered as the matter of a merely luxurious consumption; which is the idea too generally and loosely annexed to our import article. These above mentioned are materials of industry, not of luxury, which are wrought up here, in many instances, to ten times, and more, of their original value. Even where they are not subservient to
our

our exports, they still add to our internal wealth, which consists in the stock of useful commodities, as much as in gold and silver. In looking over the specifick articles of our export and import, I have often been astonished to see for how small a part of the supply of our consumption, either luxurious or convenient, we are indebted to nations properly foreign to us.

These considerations are entirely passed over by the author; they have been but too much neglected by most who have speculated on this subject. But they ought never to be omitted by those who mean to come to any thing like the true state of the British trade. They compensate, and they more than compensate, every thing which the author can cut off with any appearance of reason for the over-entry of British goods; and they restore to us that balance of four millions, which the author has thought proper on such a very poor and limited comprehension of the object to reduce to 2,500,000*l*.

In general this author is so circumstanced, that to support his theory he is obliged to assume his facts: and then, if you allow his facts, they will not support his conclusions. What if all he says of the state of this balance were true? did not the same objections always lie to custom-house entries? do they defalcate more from the entries of 1766 than from those of 1754? If they prove us ruined,

we were always ruined. Some ravens have always indeed croaked out this kind of song. They have a malignant delight in presaging mischief, when they are not employed in doing it : they are miserable and disappointed at every instance of the publick prosperity. They overlook us like the malevolent being of the poet :

- - - - *Tritonida conspicit arcem.*

Ingeniis, opibusque, et festa pace virentem ;

Vixque tenet lacrymas quia nil lacrymabile cernit.

It is in this spirit that some have looked upon those accidents that cast an occasional damp upon trade. Their imaginations entail these accidents upon us in perpetuity. We have had some bad harvests. This must very disadvantageously affect the balance of trade, and the navigation of a people, so large a part of whose commerce is in grain. But, in knowing the cause, we are morally certain, that, according to the course of events, it cannot long subsist. In the three last years, we have exported scarcely any grain ; in good years, that export hath been worth twelve hundred thousand pounds and more ; in the two last years, far from exporting, we have been obliged to import to the amount perhaps of our former exportation. So that in this article the balance must be 2,000,000*l.* against us ; that is, one million in the
ceasing

ceasing of gain, the other in the encrease of expenditure. But none of the author's promises or projects could have prevented this misfortune; and, thank God, we do not want him or them to relieve us from it; although, if his friends should now come into power, I doubt not but they will be ready to take credit for any encrease of trade or excise, that may arise from the happy circumstance of a good harvest.

This connects with his loud laments and melancholy prognostications concerning the high price of the necessaries of life and the products of labour. With all his others, I deny this fact; and I again call upon him to prove it. Take average and not accident, the grand and first necessary of life is cheap in this country; and that too as weighed, not against labour, which is its true counterpoise, but against money. Does he call the price of wheat at this day, between 32 and 40 shillings *per* quarter in London, dear*? He must know that fuel (an object of the highest order in the necessaries of life, and of the first necessity in almost every kind of manufacture) is in many of our provinces cheaper than in any part of the globe. Meat is on the whole not excessively dear, whatever its price may be at particular times and from particular

* It is dearer in some places, and rather cheaper in others; but it must soon all come to a level.

particular accidents. If it has had any thing like an uniform rise, this enhancement may easily be proved not to be owing to the encrease of taxes, but to uniform encrease of consumption and of money. Diminish the latter, and meat in your markets will be sufficiently cheap in account, but much dearer in effect : because fewer will be in a condition to buy. Thus your apparent plenty will be real indigence. At present, even under temporary disadvantages, the use of flesh is greater here than any where else ; it is continued without any interruption of Lents or meagre days ; it is sustained and growing even with the encrease of our taxes. But some have the art of converting even the signs of national prosperity into symptoms of decay and ruin. And our author, who so loudly disclaims popularity, never fails to lay hold of the most vulgar popular prejudices and humours, in hopes to captivate the crowd. Even those peevish dispositions which grow out of some transitory suffering, those passing clouds which float in our changeable atmosphere ; are by him industriously figured into frightful shapes, in order first to terrify and then to govern the populace.

It was not enough for the author's purpose to give this false and discouraging picture of the state of his own country. It did not fully answer his end, to exaggerate her burthens, to depreciate her successes, and to vilify her character. Nothing had
been

been done, unless the situation of France were exalted in proportion as that of England had been abased. The reader will excuse the citation I make at length from his book; he outdoes himself upon this occasion. His confidence is indeed unparalleled, and altogether of the heroick cast :

“ If our rival nations were in the same circumstances with ourselves, the *augmentation of our taxes would produce no ill consequences*: if we were obliged to raise our prices, they must, from the same causes, do the like, and could take no advantage by under-selling and under-working us. But the alarming consideration to Great Britain is, *that France is not in the same condition*. Her distresses, during the war, were great, but they were immediate; her want of credit, as has been said, compelled her to impoverish her people, by raising the greatest part of her supplies within the year; *but the burthens she imposed on them were, in a great measure, temporary, and must be greatly diminished by a few years of peace*. She could procure no considerable loans, therefore she has mortgaged no *such oppressive taxes as those Great Britain has imposed in perpetuity for payment of interest*. Peace must, therefore, soon re-establish her commerce and manufactures, especially as the comparative *lightness of taxes*, and the cheapness of living, in that country, must make France an asylum for
“ British

“ British manufacturers and artificers.” On this the author rests the merit of his whole system. And on this point I will join issue with him. If France is not at least in the *same condition*, even in that very condition which the author falsely represents to be ours, if the very reverse of his proposition be not true, then I will admit his state of the nation to be just; and all his inferences from that state to be logical and conclusive. It is not surprising, that the author should hazard our opinion of his veracity. That is a virtue on which great statesmen do not perhaps pique themselves so much: but it is somewhat extraordinary, that he should stake on a very poor calculation of chances, all credit for care, for accuracy, and for knowledge of the subject of which he treats. He is rash and inaccurate, because he thinks he writes to a publick ignorant and inattentive. But he may find himself in that respect, as in many others, greatly mistaken.

In order to contrast the light and vigorous condition of France with that of England, weak, and sinking under her burthens, he states, in his tenth page, that France had raised 50,314,378*l.* sterling *by taxes within the several years* from the year 1756 to 1762 both inclusive. An Englishman must stand aghast at such a representation: To find France able to *raise within the year* sums little inferior to all that we were able even to *borrow* on interest with all the resources of the greatest and
most

most established credit in the world ! Europe was filled with astonishment when they saw England *borrow* in one year twelve millions. It was thought, and very justly, no small proof of national strength and financial skill, to find a fund for the payment of the interest upon this sum. The interest of this, computed with the one *per cent.* annuities, amounted only to 600,000*l.* a year. This, I say, was thought a surprising effort even of credit. But this author talks, as of a thing not worth proving, and but just worth observing, that France in one year raised sixteen times that sum without borrowing, and continued to raise sums not far from equal to it for several years together. Suppose some Jacob Henriques had proposed, in the year 1762, to prevent a perpetual charge on the nation by raising ten millions within the year : he would have been considered, not as a harsh financier, who laid a heavy hand on the publick ; but as a poor visionary, who had run mad on supplies and taxes. They who know that the whole land tax of England, at 4*s.* in the pound, raises but two millions, will not easily apprehend that any such sums as the author has conjured up can be raised even in the most opulent nations. France owed a large debt, and was encumbered with heavy establishments, before that war. The author does not formally deny that she borrowed something in every year of its continuance ; let him produce the
the

the funds for this astonishing annual addition to all her vast preceding taxes, an addition equal to the whole excise, customs, land and malt taxes of England taken together.

But what must be the reader's astonishment, perhaps his indignation, if he should find that this great financier has fallen into the most unaccountable of all errors, no less an error than that of mistaking the *identical sums borrowed by France upon interest, for supplies raised within the year*. Can it be conceived that any man only entered into the first rudiments of finance should make so egregious a blunder; should write it, should print it; should carry it to a second edition: should take it not collaterally and incidentally, but lay it down as the corner-stone of his whole system, in such an important point as the comparative states of France and England? But it will be said, that it was his misfortune to be ill-informed. Not at all. A man of any loose general knowledge, and of the most ordinary sagacity, never could have been misinformed in so gross a manner; because he would have immediately rejected so wild and extravagant an account.

The fact is this: the credit of France, bad as it might have been, did enable her (not to raise within the year) but to *borrow* the very sums the author mentions; that is to say, 1,106,916,261. livres, making, in the author's computation, 50,314,378*l*.

The credit of France was low; but it was not annihilated. She did not derive, as our author chooses to assert, any advantages from the debility of her credit. Its consequence was the natural one: she borrowed; but she borrowed upon bad terms, indeed on the most exorbitant usury.

In speaking of a foreign revenue, the very pretence to accuracy would be the most inaccurate thing in the world. Neither the author nor I can with certainty authenticate the information we communicate to the publick, nor in an affair of eternal fluctuation arrive at perfect exactness. All we can do, and this we may be expected to do, is to avoid gross errors and blunders of a capital nature. We cannot order the proper officer to lay the accounts before the house. But the reader must judge on the probability of the accounts we lay before him. The author speaks of France as raising her supplies for war by taxes within the year; and of her debt, as a thing scarcely worthy of notice. I affirm that she borrowed large sums in every year; and has thereby accumulated an immense debt. This debt continued after the war infinitely to embarrass her affairs; and to find some means for its reduction was then and has ever since been the first object of her policy. But she has so little succeeded in all her efforts, that the *perpetual* debt of France is at this hour little short of 100,000,000*l.* sterling; and she stands

2

charged

charged with at least 40,000,000 of English pounds on life-rents and tontines. The annuities paid at this day at the Hôtel de Ville of Paris, which are by no means her sole payments of that nature, amount to 139,000,000 of livres, that is, to 6,318,000 pounds; besides *billets au porteur*, and various detached and unfunded debts, to a great amount, and which bear an interest.

At the end of the war, the interest payable on her debt amounted to upwards of seven millions sterling. M. de la Verdy, the last hope of the French finances, was called in, to aid in the reduction of an interest, so light to our author, so intolerably heavy upon those who are to pay it. After many unsuccessful efforts towards reconciling arbitrary reduction with publick credit, he was obliged to go the plain high road of power, and to impose a tax of 10 *per cent.* upon a very great part of the capital debt of that kingdom; and this measure of present ease, to the destruction of future credit, produced about 500,000*l.* a year, which was carried to their *Caisse d'amortissement* or sinking fund. But so unfaithfully and unsteadily has this and all the other articles which compose that fund been applied to their purposes, that they have given the state but very little even of present relief, since it is known to the whole world that she is behind-hand on every one of her establishments. Since the year 1763, there has

G 2

been

been no operation of any consequence on the French finances: and in this enviable condition is France at present with regard to her debt.

Every body knows that the principal of the debt is but a name; the interest is the only thing which can distress a nation. Take this idea, which will not be disputed, and compare the interest paid by England with that paid by France :

| | |
|----------------------------------------------------------------------------------------------------------------|--------------|
| | £. |
| Interest paid by France, funded and unfunded, for perpetuity or on lives, after the tax of 10 <i>per cent.</i> | 6,500,000 |
| Interest paid by England, as stated by the author, p. 27 | 4,600,000 |
| Interest paid by France exceeds that paid by England, | -£.1,900,000 |

The author cannot complain, that I state the interest paid by England as too low. He takes it himself as the extremest term. Nobody who knows any thing of the French finances will affirm that I state the interest paid by that kingdom too high. It might be easily proved to amount to a great deal more: even this is near two millions above what is paid by England.

There are three standards to judge of the good condition of a nation with regard to its finances. 1st, The relief of the people. 2d, The equality of supplies

supplies to establishments. 8d, The state of publick credit. Try France on all these standards.

Although our author very liberally administers relief to the people of France, its government has not been altogether so gracious. Since the peace, she has taken off but a single *vingtieme*, or shilling in the pound, and some small matter in the capitation. But, if the government has relieved them in one point, it has only burthened them the more heavily in another. The *Taille**, that grievous and destructive imposition, which all their financiers lament, without being able to remove or to replace, has been augmented no less than six millions of livres, or 270,000 pounds English. A further augmentation of this or other duties is now talked of; and it is certainly necessary to their affairs: so exceedingly remote from either truth or verisimilitude is the author's amazing assertion, *that the burthens of France in the war were in a great measure temporary, and must be greatly diminished by a few years of peace.*

In the next place, if the people of France are not lightened of taxes, so neither is the state disburthened of charges. I speak from very good information, that the annual income of that state is at this day 30 millions of livres, or 1,350,000*l.* sterling,

* A tax rated by the intendant in each generality, on the presumed fortune of every person below the degree of a gentleman.

sterling, short of a provision for their ordinary peace establishment; so far are they from the attempt or even hope to discharge any part of the capital of their enormous debt. Indeed, under such extreme straitness and distraction labours the whole body of their finances, so far does their charge outrun their supply in every particular, that no man, I believe, who has considered their affairs with any degree of attention or information, but must hourly look for some extraordinary convulsion in that whole system: the effect of which on France, and even on all Europe, it is difficult to conjecture.

In the third point of view, their credit. Let the reader cast his eye on a table of the price of French funds, as they stood a few weeks ago, compared with the state of some of our English stocks, even in their present low condition:

| French. | | | British. | | |
|-------------------------|-----|----|----------------------------|-----|--|
| 5 per cents | - - | 63 | Bank stock, $5\frac{1}{2}$ | 159 | |
| 4 per cent. (not taxed) | | 57 | 4 per cent. cons. | 100 | |
| 3 per cent. ditto | - | 49 | 3 per cent. cons. | 88 | |

This state of the funds of France and England is sufficient to convince even prejudice and obstinacy, that if France and England are not in the same condition (as the author affirms they are not) the difference is infinitely to the disadvantage of France.

France. This depreciation of their funds has not much the air of a nation lightening burdens and discharging debts.

Such is the true comparative state of the two kingdoms in those capital points of view. Now as to the nature of the taxes which provide for this debt, as well as for their ordinary establishments, the author has thought proper to affirm that "they are comparatively light;" that "she has mortgaged no such oppressive taxes as ours:" his effrontery on this head is intolerable. Does the author recollect a single tax in England to which something parallel in nature, and as heavy in burthen, does not exist in France; does he not know that the lands of the noblesse are still under the load of the greater part of the old feudal charges, from which the gentry of England have been relieved for upwards of 100 years, and which were in kind, as well as burthen, much worse than our modern land tax? Besides that all the gentry of France serve in the army on very slender pay, and to the utter ruin of their fortunes; all those who are not noble, have their lands heavily taxed. Does he not know that wine, brandy, soap, candles, leather, saltpetre, gunpowder, are taxed in France? Has he not heard that government in France has made a monopoly of that great article of *salt*? that they compel the people to take a certain quantity of it, and at a certain rate, both

G 4

rate

rate and quantity fixed at the arbitrary pleasure of the imposer * ? that they pay in France the *Taille*; an arbitrary imposition on presumed property ? that a tax is laid in fact and name, on the same arbitrary standard, upon the acquisitions of their *industry* ? and that in France a heavy *capitation-tax* is also paid, from the highest to the very poorest sort of people ? Have we taxes of such weight, or any thing at all of the compulsion, in the article of *salt* ? do we pay any *tailage*, any *faculty-tax*, any *industry-tax* ? do we pay any *capitation-tax* whatsoever ? I believe the people of London would fall into an agony to hear of such taxes proposed upon them as are paid at Paris. There is not a single article of provision for man or beast, which enters that great city, and is not excised ; corn, hay, meal, butchers-meat, fish, fowls, every thing. I do not here mean to censure the policy of taxes laid on the consumption of great luxurious cities. I only state the fact. We should be with difficulty brought to hear of a tax of 50s. upon every ox sold in Smithfield. Yet this tax is paid in Paris. Wine, the lower sort of wine, little better than English small beer, pays 2*d.* a bottle.

We

* Before the war it was sold to, or rather forced on, the consumer at 11 sous, or about 5*d.* the pound. What it is at present, I am not informed. Even this will appear no trivial imposition. In London, salt may be had at a penny farthing per pound from the last retailer.

We indeed tax our beer : but the imposition on small beer is very far from heavy. In no part of England are catables of any kind the object of taxation. In almost every other country in Europe they are excised, more or less. I have by me the state of the revenues of many of the principal nations on the continent ; and, on comparing them with ours, I think I am fairly warranted to assert, that England is the most lightly taxed of any of the great states of Europe. They, whose unnatural and sullen joy arises from a contemplation of the distresses of their country, will revolt at this position. But if I am called upon, I will prove it beyond all possibility of dispute ; even though this proof should deprive these gentlemen of the singular satisfaction of considering their country as undone ; and though the best civil government, the best constituted, and the best managed revenue that ever the world beheld, should be thoroughly vindicated from their perpetual clamours and complaints. As to our neighbour and rival France, in addition to what I have here suggested, I say, and when the author chooses formally to deny, I shall formally prove it, that her subjects pay more than England, on a computation of the wealth of both countries ; that her taxes are more injudiciously and more oppressively imposed ; more vexatiously collected ; come in a smaller proportion to the royal coffers, and are less applied by far to the publick service.

service. I am not one of those who choose to take the author's word for this happy and flourishing condition of the French finances, rather than attend to the changes, the violent pushes and the despair of all her own financiers. Does he choose to be referred for the easy and happy condition of the subject in France to the remonstrances of their own parliaments, written with such an eloquence, feeling, and energy, as I have not seen exceeded in any other writings? The author may say, their complaints are exaggerated, and the effects of faction. I answer, that they are the representations of numerous, grave, and most respectable bodies of men, upon the affairs of their own country. But, allowing that discontent and faction may pervert the judgment of such venerable bodies in France, we have as good a right to suppose that the same causes may full as probably have produced from a private, however respectable person, that frightful, and, I trust I have shewn groundless representation of our own affairs in England.

The author is so conscious of the dangerous effects of that representation, that he thinks it necessary, and very necessary it is, to guard against them. He assures us, "that he has not made that
" display of the difficulties of his country, to ex-
" pose her counsels to the ridicule of other states,
" or to provoke a vanquished enemy to insult her;
" nor to excite the people's rage against their
" governours,

“governours, or sink them into a despondency of the publick welfare.” I readily admit this apology for his intentions. God forbid I should think any man capable of entertaining so execrable and senseless a design. The true cause of his drawing so shocking a picture is no more than this; and it ought rather to claim our pity than excite our indignation; he finds himself out of power; and this condition is intolerable to him. The same sun which gilds all nature, and exhilarates the whole creation, does not shine upon disappointed ambition. It is something that rays out of darkness, and inspires nothing but gloom and melancholy. Men in this deplorable state of mind find a comfort in spreading the contagion of their spleen. They find an advantage too; for it is a general, popular error, to imagine the loudest complainers for the publick to be the most anxious for its welfare. If such persons can answer the ends of relief and profit to themselves, they are apt to be careless enough about either the means or the consequences.

Whatever this complainant's motives may be, the effects can by no possibility be other than those which he so strongly, and I hope truly, disclaims all intention of producing. To verify this, the reader has only to consider how dreadful a picture he has drawn in his 32d page, of the state of this kingdom; such a picture as, I believe, has hardly
been

been applicable, without some exaggeration, to the most degenerate and undone commonwealth that ever existed. Let this view of things be compared with the prospect of a remedy which he proposes in a page directly opposite and the subsequent. I believe no man living could have imagined it possible, except for the sake of burlesquing a subject, to propose remedies so ridiculously disproportionate to the evil, so full of uncertainty in their operation, and depending for their success in every step upon the happy event of so many new, dangerous, and visionary projects. It is not amiss, that he has thought proper to give the publick some little notice of what they may expect from his friends, when our affairs shall be committed to their management. Let us see how the accounts of disease and remedy are balanced in his State of the Nation. In the first place, on the side of evils, he states, “an impoverished and heavily burthened publick. A declining trade, and decreasing specie. The power of the crown never so much extended over the great; but the great without influence over the lower sort. Parliament losing its reverence with the people. The voice of the multitude set up against the sense of the legislature; a people luxurious and licentious, impatient of rule, and despising all authority. Government relaxed in every sinew, and a corrupt selfish spirit pervading the whole. An opinion of many, that

“ that the form of government is not worth con-
 “ tending for. No attachment in the bulk of the
 “ people towards the constitution. No reverence
 “ for the customs of our ancestors. No attach-
 “ ment but to private interest, nor any zeal but
 “ for selfish gratifications. Trade and manufac-
 “ tures going to ruin. Great Britain in danger
 “ of becoming tributary to France, and the descent
 “ of the crown dependent on her pleasure. Ireland,
 “ in case of a war, to become a prey to France;
 “ and Great Britain, unable to recover Ireland,
 “ cede it by treaty (the author never can think of
 “ a treaty without making cessions), in order to
 “ purchase peace for herself. The colonies left
 “ exposed to the ravages of a domestick, or the
 “ conquest of a foreign enemy.”—Gloomy enough,
 God knows. The author well observes *, *that a*
mind not totally devoid of feeling cannot look
upon such a prospect without horror; and an
heart capable of humanity must be unable to
bear its description. He ought to have added,
 that no man of common discretion ought to have
 exhibited it to the publick, if it were true; or of
 common honesty, if it were false.

But now for the comfort; the day-star which is
 to arise in our hearts; the author's grand scheme
 for totally reversing this dismal state of things, and
 making

making us* “happy at home and respected abroad,
“formidable in war and flourishing in peace.”

In this great work he proceeds with a facility equally astonishing and pleasing. Never was financier less embarrassed by the burthen of establishments, or with the difficulty of finding ways and means. If an establishment is troublesome to him, he lops off at a stroke just as much of it as he chooses. He mows down, without giving quarter, or assigning reason, army, navy, ordnance, ordinary, extraordinaries; nothing can stand before him. Then, when he comes to provide, Amalthea’s horn is in his hands; and he pours out with an inexhaustible bounty, taxes, duties, loans, and revenues, without uneasiness to himself, or burthen to the publick. Insomuch that, when we consider the abundance of his resources, we cannot avoid being surprised at his extraordinary attention to savings. But it is all the exuberance of his goodness.

This book has so much of a certain tone of power, that one would be almost tempted to think it written by some person who had been high in office. A man is generally rendered somewhat a worse reasoner for having been a minister. In private, the assent of listening and obequious friends; in publick, the venal cry and prepared vote of a
passive

passive senate, confirm him in habits of begging the question with impunity, and asserting without thinking himself obliged to prove. Had it not been for some such habits, the author could never have expected that we should take his estimate for a peace establishment solely on his word.

This estimate which he gives*, is the great groundwork of his plan for the national redemption; and it ought to be well and firmly laid, or what must become of the superstructure? One would have thought the natural method in a plan of reformation would be, to take the present existing estimates as they stand; and then to shew what may be practicably and safely defalcated from them. This would, I say, be the natural course; and what would be expected from a man of business. But this author takes a very different method. For the ground of his speculation of a present peace establishment, he resorts to a former speculation of the same kind, which was in the mind of the minister of the year 1764. Indeed it never existed any where else. † “The plan,” says he, with his usual ease, “has been already formed, and the outline drawn, by the administration of 1764. I shall attempt to fill up the void and obliterated parts, and trace its operation. The standing expence of the present (his
“projected)

* P. 33.

† P. 33.

“projected) peace establishment, *improved by the*
“ experience of the two last years, may be thus
“ estimated ;” and he estimates it at 3,468,161*l.*

Here too it would be natural to expect some reasons for condemning the subsequent actual establishments, which have so much transgressed the limits of his plan of 1764, as well as some arguments in favour of his new project ; which has in some articles exceeded, in others fallen short, but on the whole is much below his old one. Hardly a word on any of these points, the only points however that are in the least essential ; for unless you assign reasons for the increase or diminution of the several articles of publick charge, the playing at establishments and estimates is an amusement of no higher order, and of much less ingenuity, than *Questions and commands, or What is my thought like ?* To bring more distinctly under the reader's view this author's strange method of proceeding, I will lay before him the three schemes ; *viz.* the idea of the ministers in 1764, the actual estimates of the two last years as given by the author himself, and lastly the new project of his political millennium :

£.

Plan of establishment for 1764, as by

| | | | |
|------------------------|---|---|-------------|
| Considerations, p. 43, | - | - | * 3,609,700 |
| | | | Medium |

* The figures in the Considerations are wrongly cast up ; it should be 3,608,700*l.*

| | |
|----------------------------------------|-----------|
| Medium of 1767 and 1768, as by | £. |
| State of the Nation, p. 29 & 30, | 3,919,375 |
| Present peace establishment, as by the | |
| project in State of the Nation, p. 33, | 3,468,161 |

It is not from any thing our author has any where said, that you are enabled to find the ground, much less the justification, of the immense difference between these several systems: you must compare them yourself, article by article; no very pleasing employment, by the way, to compare the agreement or disagreement of two chimeras. I now only speak of the comparison of his own two projects. As to the latter of them, it differs from the former, by having some of the articles diminished, and others increased *. I find the chief article of reduction arises from the smaller deficiency of land and malt, and of the annuity funds, which he brings down to 295,561*l.* in his new estimate, from 502,400*l.* which he had allowed for those articles in the Considerations. With this *reduction*, owing, as it must be, merely to a smaller deficiency of funds, he has nothing at all to do. It can be no work and no merit of his. But with regard to the *increase*, the matter is very different. It is all his own; the publick is loaded (for any thing

* Considerations, p. 43. State of the Nation, p. 33.

thing we can see to the contrary) entirely *gratis*. The chief articles of the increase are on the navy*, and on the army and ordnance extraordinaries; the navy being estimated in his *State of the Nation* 50,000*l.* a year more, and the army and ordnance extraordinaries 40,000*l.* more, than he had thought proper to allow for them in that estimate in his *Considerations*, which he makes the foundation of his present project. He has given no sort of reason, stated no sort of necessity, for this additional allowance, either in the one article or the other. What is still stronger, he admits that his allowance for the army and ordnance extras is too great, and expressly refers you to the *Considerations*†; where, far from giving 75,000*l.* a year to that service, as the *State of the Nation* has done, the author apprehends his own scanty provision of 35,000*l.* to be by far too considerable, and thinks it may well admit of further reductions‡. Thus, according

* *Considerations*, p. 43. *State of the Nation*, p. 33. † P. 34.

‡ The author of the *State of the Nation*, p. 34, informs us, that the sum of 75,000*l.* allowed by him for the extras of the army and ordnance, is far less than was allowed for the same service in the years 1767 and 1768. It is so undoubtedly, and by at least 200,000*l.* He sees that he cannot abide by the plan of the *Considerations* in this point, nor is he willing wholly to give it up. Such an enormous difference as that between 35,000*l.* and 300,000*l.* puts him to a stand.
Should

according to his own principles, this great economist falls into a vicious prodigality; and is as far in his estimate from a consistency with his own principles as with the real nature of the services.

Still, however, his present establishment differs from its archetype of 1764, by being, though raised in particular parts, upon the whole about 141,000*l.* smaller. It is improved, he tells us, by the experience of the two last years. One would have concluded that the peace establishment of these two years had been less than that of 1764, in order to

Should he adopt the latter plan of increased expence; he must then confess that he had, on a former occasion, egregiously trifled with the publick; at the same time all his future promises of reduction must fall to the ground. If he stuck to the 35,000*l.* he was sure that every one must expect from him some account how this monstrous charge came to continue ever since the war, when it was clearly unnecessary; how all those successions of ministers (his own included) came to pay it, and why his great friend in parliament, and his partisans without doors, came not to pursue to ruin, at least to utter shame, the authors of so groundless and scandalous a profusion. In this strait he took a middle way; and, to come nearer the real state of the service, he outbid the Considerations, at one stroke, 40,000*l.*; at the same time he hints to you, that you may *expect* some benefit also from the original plan. But the author of the Considerations will not suffer him to escape it. He has pinned him down to his 35,000*l.*; for that is the sum he has chosen, not as what he thinks will probably be required, but as making the most ample allowance for every possible contingency. See that author, p. 42 & 43.

to suggest to the author his improvements, which enabled him to reduce it. But how does that turn out ?

| | |
|----------------------------------------|------------|
| | £. |
| Peace establishment * 1767 and 1768, | |
| medium, - - - - - | 3,919,375 |
| Ditto, estimate in the Considerations, | |
| for 1764, - - - - - | 3,609,700 |
| Difference - | £. 309,675 |

A vast increase instead of diminution. The experience then of the two last years ought naturally to have given the idea of a heavier establishment ; but this writer is able to diminish by increasing, and to draw the effects of subtraction from the operations of addition. By means of these new powers, he may certainly do whatever he pleases. He is indeed moderate enough in the use of them, and condescends to settle his establishments at 3,468,161*l.* a year.

However, he has not yet done with it ; he has further ideas of saving, and new resources of revenue. These additional savings are principally two: 1st. *It is to be hoped* †, says he, that the sum of 250,000*l.* (which in the estimate he allows for the

* He has done great injustice to the establishment of 1768 ; but I have not here time for this discussion ; nor is it necessary to this argument.

† P. 34.

the deficiency of land and malt) will be less by 37,924*l*. *

2d, That the sum of 20,000*l*. allowed for the Foundling Hospital, and 1,800*l*. for American Surveys, will soon cease to be necessary, as the services will be completed.

What follows, with regard to the resources †, is very well worthy the reader's attention. "Of this estimate," says he, "upwards of 300,000*l*. will be for the plantation service; and that sum, *I hope*, the people of Ireland and the colonies *might be induced* to take off Great Britain, and defray between them, in the proportion of 200,000*l*. by the colonies, and 100,000*l*. by Ireland."

Such

* In making up this account, he falls into a surprising error of arithmetic. "The deficiency of the land-tax in the year 1754 and 1755 †, when it was at 2*s*. amounted to no more, on a medium, than 49,372*l*.; to which, if we add *half the sum*, it will give us 79,058*l*. as the peace deficiency at 3*s*."

| | £. |
|-------------------------|--------|
| Total, - - - - - | 49,372 |
| Add the half, - - - - - | 24,686 |

£. 74,058

Which he makes 79,058*l*. This is indeed in disfavour of his argument; but we shall see that he has ways, by other errors, of reimbursing himself.

† P. 34.

‡ P. 33.

Such is the whole of this mighty scheme. Take his reduced estimate, and his further reductions, and his resources all together, and the result will be; He will *certainly* lower the provision made for the navy. He will cut off largely (God knows what or how) from the army and ordnance extraordinaries. He may be *expected* to cut off more. He *hopes* that the deficiencies on land and malt will be less than usual; and he *hopes* that America and Ireland might be *induced* to take off 300,000*l.* of our annual charges.

If any of these Hopes, Might, Insinuations, Expectations, and Inducements, should fail him, there will be a formidable gaping breach in his whole project. If all of them should fail, he has left the nation without a glimmering of hope in this thick night of terrors which he has thought fit to spread about us. If every one of them, which, attended with success, would signify any thing to our revenue, can have no effect but to add to our distractions and dangers, we shall be if possible in a still worse condition from his projects of cure, than he represents us from our original disorders.

Before we examine into the consequences of these schemes, and the probability of these savings, let us suppose them all real and all safe, and then see what it is they amount to, and how he reasons on them :

Deficiency

| | £. |
|--------------------------------------|-----------|
| Deficiency on land and malt, less by | 37,000 |
| Foundling Hospital - - - | 20,000 |
| American Surveys - - - | 1,800 |
| | <hr/> |
| | £. 58,800 |

This is the amount of the only articles of saving he specifies; and yet he chooses to assert*, “that we may venture on the credit of them to reduce the standing expences of the estimate (from 3,468,161*l.*) to 3,300,000*l.*,” that is, for a saving of 58,000*l.* he is not ashamed to take credit for a defalcation from his own ideal establishment in a sum of no less than 168,161*l.*! Suppose even that we were to take up the estimate of the Considerations (which is however abandoned in the State of the Nation), and reduce his 75,000*l.* extraordinaries to the original 35,000*l.* still all these savings joined together give us but 98,800*l.*; that is, near 70,000*l.* short of the credit he calls for, and for which he has neither given any reason, nor furnished any data whatsoever for others to reason upon.

Such are his savings, as operating on his own project of a peace establishment. Let us now consider them as they affect the existing establishment and

* P. 43.

and our actual services. He tells us, the sum allowed in his estimate for the navy is “ 69,321*l.* “ less than the grant for that service in 1767; but “ in that grant 30,000*l.* was included for the purchase of hemp, and a saving of about 25,000*l.* “ was made in that year.” The author has got some secret in arithmetick. These two sums put together amount, in the ordinary way of computing, to 55,000*l.* and not to 69,321*l.* On what principle has he chosen to take credit for 14,321*l.* more? To what this strange inaccuracy is owing, I cannot possibly comprehend; nor is it very material, where the logick is so bad, and the policy so erroneous, whether the arithmetic be just or otherwise. But in a scheme for making this nation “ happy at home and respected abroad, formidable “ in war and flourishing in peace,” it is surely a little unfortunate for us, that he has picked out the *Navy*, as the very first object of his economical experiments. Of all the publick services, that of the navy is the one in which tampering may be of the greatest danger, which can worst be supplied upon an emergency, and of which any failure draws after it the longest and heaviest train of consequences. I am far from saying, that this or any service ought not to be conducted with economy. But I will never suffer the sacred name of economy to be bestowed upon arbitrary defalcation of charge. The author tells us himself, “ that

“ that to suffer the navy to rot in harbour for want
“ of repairs and marines, would be to invite de-
“ struction.” It would be so. When the author
talks therefore of savings on the navy estimate, it
is incumbent on him to let us know, not what sums
he will cut off, but what branch of that service he
deems superfluous. Instead of putting us off with
unmeaning generalities, he ought to have stated
what naval force, what naval works, and what
naval stores, with the lowest estimated expence,
are necessary to keep our marine in a condition
commensurate to its great ends. And this too not
for the contracted and deceitful space of a single
year, but for some reasonable term. Every body
knows that many charges cannot be in their nature
regular or annual. In the year 1767 a stock of
hemp, &c. was to be laid in; that charge intermits,
but it does not end. Other charges of other kinds
take their place. Great works are now carrying
on at Portsmouth, but not of greater magnitude
than utility; and they must be provided for. A
year’s estimate is therefore no just idea at all of a
permanent peace establishment. Had the author
opened this matter upon these plain principles, a
judgment might have been formed, how far he
had contrived to reconcile national defence with
publick economy. Till he has done it, those who
had rather depend on any man’s reason than the
greatest man’s authority, will not give him credit.
on

on this head, for the saving of a single shilling. As to those savings which are already made, or in course of being made, whether right or wrong, he has nothing at all to do with them; they can be no part of his project, considered as a plan of reformation. I greatly fear that the error has not lately been on the side of profusion.

Another head is the saving on the army and ordnance extraordinaries, particularly in the American branch. What or how much reduction may be made, none of us, I believe, can with any fairness pretend to say; very little, I am convinced. The state of America is extremely unsettled; more troops have been sent thither; new dispositions have been made; and this augmentation of number, and change of disposition, has rarely, I believe, the effect of lessening the bill for extraordinaries, which, if not this year, yet in the next we must certainly feel. Care has not been wanting to introduce economy into that part of the service. The author's great friend has made, I admit, some regulations: his immediate successors have made more and better. This part will be handled more ably and more minutely at another time: but no one can cut down this bill of extraordinaries at his pleasure. The author has given us nothing, but his word, for any certain or considerable reduction; and this we ought to be the more cautious in taking, as he has promised great savings in his

Considerations, which he has not chosen to abide by in his *State of the Nation*.

On this head also of the American extraordinary, he can take credit for nothing. As to his next, the lessening of the deficiency of the land and malt tax, particularly of the malt tax; any person the least conversant in that subject cannot avoid a smile. This deficiency arises from charge of collection, from anticipation, and from defective produce. What has the author said on the reduction of any head of this deficiency upon the land tax? On these points he is absolutely silent. As to the deficiency on the malt tax, which is chiefly owing to a defective produce, he has, and can have nothing to propose. If this deficiency should be lessened by the encrease of malting in any years more than in others, (as it is a greatly fluctuating object), how much of this obligation shall we owe to this author's ministry? will it not be the case under any administration? must it not go to the general service of the year, in some way or other, let the finances be in whose hands they will? But why take credit for so extremely reduced a deficiency at all? I can tell him he has no rational ground for it in the produce of the year 1767; and I suspect will have full as little reason from the produce of the year 1768. That produce may indeed become greater, and the
deficiency

deficiency of course will be less. It may too be far otherwise. A fair and judicious financier will not, as this writer has done, for the sake of making out a specious account, select a favorable year or two, at remote periods, and ground his calculations on those. In 1768 he will not take the deficiencies of 1753 and 1754 for his standard. Sober men have hitherto (and must continue this course, to preserve this character) taken indifferently the mediums of the years immediately preceding. But a person who has a scheme from which he promises much to the publick ought to be still more cautious; he should ground his speculation rather on the lowest mediums; because all new schemes are known to be subject to some defect or failure not foreseen; and which therefore every prudent proposer will be ready to allow for, in order to lay his foundation as low and as solid as possible. Quite contrary is the practice of some politicians. They first propose savings, which they well know cannot be made, in order to get a reputation for economy. In due time they assume another, but a different method, by providing for the service they had before cut off or straitened, and which they can then very easily prove to be necessary. In the same spirit they raise magnificent ideas of revenue on funds which they know to be insufficient. Afterwards, who can blame them,

them, if they do not satisfy the publick desires? They are great artificers; but they cannot work without materials.

These are some of the little arts of great statesmen. To such we leave them, and follow where the author leads us, to his next resource, the Foundling Hospital. Whatever particular virtue there is in the mode of this saving, there seems to be nothing at all new, and indeed nothing wonderfully important in it. The sum annually voted for the support of the Foundling Hospital has been in a former parliament limited to the establishment of the children then in the hospital. When they are apprenticed, this provision will cease. It will therefore fall in more or less at different times; and will at length cease entirely. But, until it does, we cannot reckon upon it as the saving on the establishment of any given year: nor can any one conceive how the author comes to mention this, any more than some other articles, as a part of a *new* plan of economy which is to retrieve our affairs. This charge will indeed cease in its own time. But will no other succeed to it? Has he ever known the publick free from some contingent charge, either for the just support of royal dignity, or for national magnificence, or for publick charity, or for publick service? does he choose to flatter his readers that no such will ever return? or does he in good earnest declare, that let the
reason

reason, or necessity, be what they will, he is resolved not to provide for such services?

Another resource of economy yet remains, for he gleans the field very closely, 1,800*l.* for the American surveys. Why what signifies a dispute about trifles? he shall have it. But while he is carrying it off, I shall just whisper in his ear, that neither the saving that is allowed, nor that which is doubted of, can at all belong to that future proposed administration, whose touch is to cure all our evils. Both the one and the other belong equally (as indeed all the rest do) to the present administration, to any administration; because they are the gift of time, and not the bounty of the exchequer.

I have now done with all the minor, preparatory parts of the author's scheme, the several articles of saving which he proposes. At length comes the capital operation, his new resources. Three hundred thousand pounds a year from America and Ireland.—Alas! alas! if that too should fail us, what will become of this poor undone nation? The author, in a tone of great humility, *hopes* they may be induced to pay it. Well, if that be all, we may hope so too: and for any light he is pleased to give us into the ground of this hope, and the ways and means of this inducement, here is a speedy end both of the question and the revenue.

It is the constant custom of this author, in all his writings, to take it for granted, that he has
given

given you a revenue, whenever he can point out to you where you may have money, if you can contrive how to get at it; and this seems to be the master-piece of his financial ability. I think however, in his way of proceeding, he has behaved rather like a harsh step-dame, than a kind nursing-mother to his country. Why stop at 300,000*l.*? If his state of things be at all founded, America and Ireland are much better able to pay 600,000*l.* than we are to satisfy ourselves with half that sum. However, let us forgive him this one instance of tenderness towards Ireland and the colonies.

He spends a vast deal of time *, in an endeavour to prove, that Ireland is able to bear greater impositions. He is of opinion, that the poverty of the lower class of people there, is, in a great measure, owing to *a want* of judicious taxes; that a land tax will enrich her tenants; that taxes are paid in England which are not paid there; that the colony trade is increased above 100,000*l.* since the peace; that she *ought* to have further indulgence in that trade; and ought to have further privileges in the woollen manufacture. From these premises, of what she has, what she has not, and what she ought to have, he infers that Ireland will contribute 100,000*l.* towards the extraordinary of the American establishment.

I shall

* P. 35.

I shall make no objections whatsoever, logical or financial, to this reasoning : many occur ; but they would lead me from my purpose, from which I do not intend to be diverted, because it seems to me of no small importance. It will be just enough to hint, what I dare say many readers have before observed, that when any man proposes new taxes in a country with which he is not personally conversant by residence or office, he ought to lay open its situation much more minutely and critically than this author has done, or than perhaps he is able to do. He ought not to content himself with saying that a single article of her trade is increased 100,000%. a year ; he ought, if he argues from the increase of trade to the increase of taxes, to state the whole trade, and not one branch of trade only ! He ought to enter fully into the state of its remittances, and the course of its exchange ; he ought likewise to examine whether all its establishments are increased or diminished ; and whether it incurs or discharges debts annually. But I pass over all this ; and am content to ask a few plain questions.

Does the author then seriously mean to propose in parliament a land tax, or any tax for 100,000%. a year upon Ireland ? If he does, and if fatally, by his temerity and our weakness, he should succeed ; then I say he will throw the whole empire from one end of it to the other into mortal convulsions,

convulsions. What is it that can satisfy the furious and perturbed mind of this man ; is it not enough for him that such projects have alienated our colonies from the mother country, and not to propose violently to tear our sister kingdom also from our side, and to convince every dependent part of the empire, that, when a little money is to be raised, we have no sort of regard to their ancient customs, their opinions, their circumstances, or their affections ? He has however a *douceur* for Ireland in his pocket ; benefits in trade, by opening the woollen manufacture to that nation. A very right idea in my opinion ; but not more strong in reason, than likely to be opposed by the most powerful and most violent of all local prejudices and popular passions. First, a fire is already kindled by his schemes of taxation in America ; he then proposes one which will set all Ireland in a blaze ; and his way of quenching both is by a plan which may kindle perhaps ten times a greater flame in Britain.

Will the author pledge himself, previously to his proposal of such a tax, to carry this enlargement of the Irish trade ; if he does not, then the tax will be certain ; the benefit will be less than problematical. In this view, his compensation to Ireland vanishes into smoke ; the tax, to their prejudices, will appear stark naked in the light of an act of arbitrary power and oppression. But,

if he should propose the benefit and tax together, then the people of Ireland, a very high and spirited people, would think it the worst bargain in the world. They would look upon the one as wholly vitiated and poisoned by the other; and, if they could not be separated, would infallibly resist them both together. Here would be taxes indeed, amounting to a handsome sum; 100,000*l.* very effectually voted, and passed through the best and most authentick forms; but how to be collected?— This is his perpetual manner. One of his projects depends for success upon another project, and this upon a third, all of them equally visionary. His finance is like the Indian philosophy; his earth is poised on the horns of a bull, his bull stands upon an elephant, his elephant is supported by a tortoise; and so on for ever.

As to his American 200,000*l.* a year, he is satisfied to repeat gravely, as he has done an hundred times before, that the Americans are able to pay it. Well, and what then? does he lay open any part of his plan how they may be compelled to pay it, without plunging ourselves into calamities that outweigh tenfold the proposed benefit? or does he shew how they may be induced to submit to it quietly? or does he give any satisfaction concerning the mode of levying it; in commercial colonies, one of the most important and difficult of all considerations? Nothing like it. To the stamp
act,

act, whatever its excellencies may be, I think he will not in reality recur, or even choose to assert that he means to do so, in case his minister should come again into power. If he does, I will predict that some of the fastest friends of that minister will desert him upon this point. As to port duties, he has damned them all in the lump, by declaring them * “contrary to the first principles of colonization, and not less prejudicial to the interests of Great Britain than to those of the colonies.” Surely this single observation of his ought to have taught him a little caution; he ought to have begun to doubt, whether there is not something in the nature of commercial colonies, which renders them an unfit object of taxation; when port duties, so large a fund of revenue in all countries, are by himself found, in this case, not only improper, but destructive. However he has here pretty well narrowed the field of taxation. Stamp act, hardly to be resumed. Port duties, mischievous. Excises, I believe, he will scarcely think worth the collection (if any revenue should be so) in America. Land tax (notwithstanding his opinion of its immense use to agriculture), he will not directly propose, before he has thought again and again on the subject. Indeed he very readily recommends it for Ireland, and seems to think it not improper for

for America; because, he observes, they already raise most of their taxes internally, including this tax. A most curious reason, truly! because their lands are already heavily burthened, he thinks it right to burthen them still further. But he will recollect, for surely he cannot be ignorant of it, that the lands of America are not, as in England, let at a rent certain in money, and therefore cannot, as here, be taxed at a certain pound rate. They value them in gross among themselves; and none but themselves in their several districts can value them. Without their hearty concurrence and co-operation, it is evident, we cannot advance a step in the assessing or collecting any land tax. As to the taxes which in some places the Americans pay by the acre, they are merely duties of regulation: they are small; and to encrease them, notwithstanding the secret virtues of a land tax, would be the most effectual means of preventing that cultivation they are intended to promote. Besides, the whole country is heavily in arrear already for land taxes and quit rents. They have different methods of taxation in the different provinces, agreeable to their several local circumstances. In New England by far the greatest part of their revenue is raised by *faculty taxes* and *capitations*. Such is the method in many others. It is obvious that parliament, unassisted by the colonies themselves, cannot take so much as a single step in this
mode

mode of taxation. Then what tax is it he will impose? Why, after all the boasting speeches and writings of his faction for these four years, after all the vain expectations which they have held out to a deluded publick, this their great advocate, after twisting the subject every way, after writhing himself in every posture, after knocking at every door, is obliged fairly to abandon every mode of taxation whatsoever in America. * He thinks it the best method for parliament to impose the sum, and reserve the account to itself, leaving the mode of taxation to the colonies. But how and in what proportion? what does the author say? O, not a single syllable on this the most material part of the whole question. Will he, in parliament, undertake to settle the proportions of such payments from Nova Scotia to Nevis, in no fewer than six and twenty different countries, varying in almost every possible circumstance one from another? If he does, I tell him, he adjourns his revenue to a very long day. If he leaves it to themselves to settle these proportions, he adjourns it to doomsday.

Then what does he get by this method on the side of acquiescence? will the people of America relish this course, of giving and granting and applying their money, the better because their assemblies are made commissioners of the taxes?

This

* P. 37, 38.

This is far worse than all his former projects ; for here, if the assemblies shall refuse, or delay, or be negligent, or fraudulent, in this new-imposed duty, we are wholly without remedy ; and neither our custom-house officers, nor our troops, nor our armed ships can be of the least use in the collection. No idea can be more contemptible (I will not call it an oppressive one, the harshness is lost in the folly) than that of proposing to get any revenue from the Americans but by their freest and most cheerful consent. Most monied men know their own interest right well ; and are as able as any financier, in the valuation of risks. Yet I think this financier will scarcely find that adventurer hardy enough, at any premium, to advance a shilling upon a vote of such taxes. Let him name the man, or set of men, that would do it. This is the only proof of the value of revenues ; what would an interested man rate them at ? His subscription would be at ninety-nine *per cent.* discount the very first day of its opening. Here is our only national security from ruin ; a security upon which no man in his senses would venture a shilling of his fortune. Yet he puts down those articles as gravely in his supply for the peace establishment, as if the money had been all fairly lodged in the exchequer.

£.

| | | |
|------------------|-------|---------|
| American revenue | - - - | 200,000 |
| Ireland, | - - - | 100,000 |

Very

Very handsome indeed ! But if supply is to be got in such a manner, farewell the lucrative mystery of finance ! If you are to be credited for savings, without shewing how, why, or with what safety, they are to be made ; and for revenues, without specifying on what articles, or by what means, or at what expence, they are to be collected ; there is not a clerk in a publick office who may not outbid this author, or his friend, for the department of chancellor of the exchequer ; not an apprentice in the city, that will not strike out, with the same advantages, the same, or a much larger plan of supply.

Here is the whole of what belongs to the author's scheme for saving us from impending destruction. Take it even in its most favourable point of view, as a thing within possibility ; and imagine what must be the wisdom of this gentleman, or his opinion of ours, who could first think of representing this nation in such a state, as no friend can look upon but with horror, and scarcely an enemy without compassion, and afterwards of diverting himself with such inadequate, impracticable, puerile methods for our relief ? If these had been the dreams of some unknown, unnamed, and nameless writer, they would excite no alarm ; their weakness had been an antidote to their malignity. But as they are universally believed to be written by the hand, or, what amounts to the same thing,

under the immediate direction, of a person who has been in the management of the highest affairs, and may soon be in the same situation, I think it is not to be reckoned amongst our greatest consolations, that the yet remaining power of this kingdom is to be employed in an attempt to realize notions that are at once so frivolous, and so full of danger. That consideration will justify me in dwelling a little longer on the difficulties of the nation, and the solutions of our author.

I am then persuaded that he cannot be in the least alarmed about our situation, let his outcry be what he pleases. I will give him a reason for my opinion, which, I think, he cannot dispute. All that he bestows upon the nation, which it does not possess without him, and supposing it all sure money, amounts to no more than a sum of 300,000*l.* a year. This, he thinks, will do the business completely, and render us flourishing at home, and respectable abroad. If the option between glory and shame, if our salvation or destruction, depended on this sum, it is impossible that he should have been active, and made a merit of that activity, in taking off a shilling in the pound of the land tax, which came up to his grand desideratum, and upwards of 100,000*l.* more. By this manœuvre, he left our trade, navigation, and manufactures, on the verge of destruction, our finances in ruin, our credit expiring, Ireland on the point of being ceded to

to France, the colonies of being torn to pieces, the succession of the crown at the mercy of our great rival, and the kingdom itself on the very point of becoming tributary to that haughty power. All this for want of 300,000*l.*; for I defy the reader to point out any other revenue, or any other precise and defined scheme of politicks, which he assigns for our redemption.

I know that two things may be said in his defence; as bad reasons are always at hand in an indifferent cause; that he was not sure the money would be applied as he thinks it ought to be, by the present ministers. I think as ill of them as he does to the full. They have done very near as much mischief as they can do, to a constitution so robust as this is. Nothing can make them more dangerous, but that, as they are already in general composed of his disciples and instruments, they may add to the publick calamity of their own measures, the adoption of his projects. But be the ministers what they may, the author knows that they could not avoid applying this 450,000*l.* to the service of the establishment, as faithfully as he, or any other minister, could do. I say they could not avoid it, and have no merit at all for the application. But supposing that they should greatly mismanage this revenue. Here is a good deal of room for mistake and prodigality before you come to the edge of ruin. The difference between the
amount

amount of that real and his imaginary revenue is, 150,000*l.* a year, at least; a tolerable sum for them to play with: this might compensate the difference between the author's economy and their profusion; and still, notwithstanding their vices and ignorance, the nation might be saved. The author ought also to recollect, that a good man would hardly deny, even to the worst of ministers, the means of doing their duty; especially in a crisis when our being depended on supplying them with some means or other. In such a case their penury of mind, in discovering resources, would make it rather the more necessary, not to strip such poor providers of the little stock they had in hand.

Besides, here is another subject of distress, and a very serious one, which puts us again to a stand. The author may possibly not come into power (I only state the possibility): he may not always continue in it: and if the contrary to all this should fortunately for us happen, what insurance on his life can be made for a sum adequate to his loss? Then we are thus unluckily situated, that the *chance* of an American and Irish revenue of 300,000*l.* to be managed by him, is to save us from ruin two or three years hence at best, to make us happy at home and glorious abroad; and the actual possession of 400,000*l.* English taxes cannot so much as protract our ruin without him. So we are staked on four chances; his power, its permanence, the

success

success of his projects, and the duration of his life. Any one of these failing, we are gone. *Propria hæc si dona fuissent!* This is no unfair representation; ultimately all hangs on his life, because, in his account of every set of men that have held or supported administration, he finds neither virtue nor ability in any but himself. Indeed he pays (through their measures) some compliments to Lord Bute and Lord Despensers. But to the latter, this is, I suppose, but a civility to old acquaintance: to the former, a little stroke of politicks. We may therefore fairly say, that our only hope is his life; and he has, to make it the more so, taken care to cut off any resource which we possessed independently of him.

In the next place it may be said, to excuse any appearance of inconsistency between the author's actions and his declarations, that he thought it right to relieve the landed interest, and lay the burthen where it ought to lie, on the colonies. What! to take off a revenue so necessary to our being, before any thing whatsoever was acquired in the place of it? In prudence, he ought to have waited at least for the first quarter's receipt of the new anonymous American revenue, and Irish land tax. Is there something so specifick for our disorders in American, and something so poisonous in English money, that one is to heal, the other to destroy us? To say that the landed interest *could*
not

not continue to pay it for a year or two longer, is more than the author will attempt to prove. To say that they *would* pay it no longer, is to treat the landed interest, in my opinion, very scurvily. To suppose that the gentry, clergy, and freeholders of England do not rate the commerce, the credit, the religion, the liberty, the independency of their country, and the succession of their crown, at a shilling in the pound land tax! They never gave him reason to think so meanly of them. And, if I am rightly informed, when that measure was debated in parliament, a very different reason was assigned by the author's great friend, as well as by others, for that reduction: one very different from the critical and almost desperate state of our finances. Some people then endeavoured to prove, that the reduction might be made without detriment to the national credit, or the due support of a proper peace establishment; otherwise it is obvious that the reduction could not be defended in argument. So that this author cannot despair so much of the commonwealth, without this American and Irish revenue, as he pretends to do. If he does, the reader sees how handsomely he has provided for us, by voting away one revenue, and by giving us a pamphlet on the other.

I do not mean to blame the relief which was then given by parliament to the land. It was grounded on very weighty reasons. The administration

nistration contended only for its continuance for a year, in order to have the merit of taking off the shilling in the pound immediately before the elections ; and thus to bribe the freeholders of England with their own money.

It is true, the author, in his estimate of ways and means, takes credit for 400,000*l.* a year, *Indian revenue*. But he will not very positively insist, that we should put this revenue to the account of his plans or his power ; and for a very plain reason : we are already near two years in possession of it. By what means we came to that possession, is a pretty long story ; however, I shall give nothing more than a short abstract of the proceeding, in order to see whether the author will take to himself any part in that measure.

The fact is this ; the East India company had for a good while solicited the ministry for a negotiation, by which they proposed to pay largely for some advantages in their trade, and for the renewal of their charter. This had been the former method of transacting with that body. Government having only leased the monopoly for short terms, the company has been obliged to resort to it frequently for renewals. These two parties had always negotiated (on the true principle of credit) not as government and subject, but as equal dealers, on the footing of mutual advantage. The publick had derived great benefit from such dealing.

the trade, and even their debt from government, into one fund, which they computed on the surest grounds would amount to 800,000*l.*, with a large probable surplus for the payment of debt. Then they agreed to divide this sum in equal portions between themselves and the publick, 400,000*l.* to each. This gave to the proprietors of that fund an annual augmentation of no more than 80,000*l.* dividend. They ought to receive from government 120,000*l.* for the loan of their capital. So that, in fact, the whole, which on this plan they reserved to themselves, from their vast revenues, from their extensive trade, and in consideration of the great risks and mighty expences which purchased these advantages, amounted to no more than 280,000*l.* whilst government was to receive, as I said, 400,000*l.*

This proposal was thought by themselves liberal indeed; and they expected the highest applauses for it. However, their reception was very different from their expectations. When they brought up their plan to the house of commons, the offer, as it was natural, of 400,000*l.* was very well relished. But nothing could be more disgusting than the 80,000*l.* which the company had divided amongst themselves. A violent tempest of publick indignation and fury rose against them. The heads of people turned. The company was held well able to pay 400,000*l.* a year to government; but
bankrupts,

bankrupts, if they attempted to divide the fifth part of it among themselves. An *ex post facto* law was brought in with great precipitation, for annulling this dividend. In the bill was inserted a clause, which suspended for about a year the right, which, under the publick faith, the company enjoyed, of making their own dividends. Such was the disposition and temper of the house, that although the plain face of facts, reason, arithmetick, all the authority, parts, and eloquence in the kingdom, were against this bill; though all the chancellors of the exchequer, who had held that office from the beginning of this reign, opposed it; yet a few placemen of the subordinate departments sprung out of their ranks, took the lead, and, by an opinion *of some sort of secret support*, carried the bill with a high hand, leaving the then secretary of state and the chancellor of the exchequer in a very moderate minority. In this distracted situation, the managers of the bill, notwithstanding their triumph, did not venture to propose the payment of the civil list debt. The chancellor of the exchequer was not in good humour enough, after his late defeat by his own troops, to co-operate in such a design; so they made an act, to lock up the money in the exchequer until they should have time to look about them, and settle among themselves what they were to do with it.

Thus ended this unparalleled transaction. The

author, I believe, will not claim any part of the glory of it: he will leave it whole and entire to the authors of the measure. The money was the voluntary, free gift of the company; the rescinding bill was the act of legislature, to which they and we owe submission: the author has nothing to do with the one or with the other. However, he cannot avoid rubbing himself against this subject merely for the pleasure of stirring controversies, and gratifying a certain pruriency of taxation that seems to infect his blood. It is merely to indulge himself in speculations of taxing, that he chooses to harangue on this subject. For he takes credit for no greater sum than the publick is already in possession of. He does not hint that the company means, or has ever shewn any disposition, if managed with common prudence, to pay less in future; and he cannot doubt that the present ministry are as well inclined to drive them by their mock enquiries, and real rescinding bills, as he can possibly be with his taxes. Besides, it is obvious, that as great a sum might have been drawn from that company, without affecting property, or shaking the constitution; or endangering the principle of publick credit, or running into his golden dreams of cockets on the Ganges, or visions of stamp duties on *Perwannas*, *Dusticks*, *Kistbundeas*, and *Husbulhookums*. For once, I will disappoint him in this part of the dispute; and only
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in a very few words recommend to his consideration, how he is to get off the dangerous idea of taxing a publick fund, if he levies those duties in England; and if he is to levy them in India, what provision he has made for a revenue establishment there; supposing that he undertakes this new scheme of finance independently of the company, and against its inclinations.

So much for these revenues; which are nothing but his visions, or already the national possessions without any act of his. It is easy to parade with a high talk of parliamentary rights, of the universality of legislative powers, and of uniform taxation. Men of sense, when new projects come before them, always think a discourse proving the mere right or mere power of acting in the manner proposed, to be no more than a very unpleasant way of mispending time. They must see the object to be of proper magnitude to engage them; they must see the means of compassing it to be next to certain; the mischiefs not to counterbalance the profit; they will examine how a proposed imposition or regulation agrees with the opinion of those who are likely to be affected by it; they will not despise the consideration even of their habitudes and prejudices. They wish to know how it accords or disagrees with the true spirit of prior establishments, whether of government or of finance; because they well know, that in the

complicated economy of great kingdoms, and immense revenues, which in a length of time, and by a variety of accidents, have coalesced into a sort of body, an attempt towards a compulsory equality in all circumstances, and an exact practical definition of the supreme rights in every case, is the most dangerous and chimerical of all enterprises. The old building stands well enough, though part Gothick, part Grecian, and part Chinese, until an attempt is made to square it into uniformity. Then it may come down upon our heads altogether, in much uniformity of ruin; and great will be the fall thereof. Some people, instead of inclining to debate the matter, only feel a sort of nausea, when they are told, that “protection calls for supply,” and that “all the parts ought to contribute to the support of the whole.” Strange argument for great and grave deliberation! As if the same may not, and must not, be compassed, according to its circumstances, by a great diversity of ways. Thus, in Great Britain, some of our establishments are apt for the support of credit. They stand therefore upon a principle of their own, distinct from, and in some respects contrary to, the relation between prince and subject. It is a new species of contract superinduced upon the old contract of the state. The idea of power must as much as possible be banished from it; for power and credit are things adverse, incompatible; *Non bene*

bene convēniunt, nec in una sēde morantur. Such establishments are our great *monied* companies. To tax them would be critical and dangerous, and contradictory to the very purpose of their institution ; which is credit, and cannot therefore be taxation. But the nation, when it gave up that power, did not give up the advantage ; but supposed, and with reason, that government was overpaid in credit, for what it seemed to lose in authority. In such a case to talk of the rights of sovereignty is quite idle. Other establishments supply other modes of publick contribution. Our *trading* companies, as well as individual importers, are a fit subject of revenue by customs. Some establishments pay us by a *monopoly* of their consumption and their produce. This, nominally no tax, in reality comprehends all taxes. Such establishments are our colonies. To tax them would be as erroneous in policy, as rigorous in equity. Ireland supplies us by furnishing troops in war ; and by bearing part of our foreign establishment in peace. She aids us at all times by the money that her absentees spend amongst us ; which is no small part of the rental of that kingdom. Thus Ireland contributes her part. Some objects bear port duties. Some are fitter for an inland excise. The mode varies, the object is the same. To strain these from their old and inveterate leanings, might impair the old benefit, and not answer the end of the new

project. Among all the great men of antiquity, *Procrustes* shall never be my hero of legislation; with his iron bed, the allegory of his government, and the type of some modern policy, by which the long limb was to be cut short, and the short tortured into length. Such was the state-bed of uniformity! He would, I conceive, be a very indifferent farmer, who complained that his sheep did not plough, or his horses yield him wool, though it would be an idea full of equality. They may think this right in rustick economy, who think it available in the politick;

*Qui Baviū non odit, amet tua carmina, Mævi!
Atque idem jungat vulpes, et mulgeat hircos.*

As the author has stated this Indian taxation for no visible purpose relative to his plan of supply; so he has stated many other projects with as little, if any distinct end; unless perhaps to shew you how full he is of projects for the publick good; and what vast expectations may be formed of him or his friends, if they should be translated into administration. It is also from some opinion that these speculations may one day become our publick measures, that I think it worth while to trouble the reader at all about them.

Two of them stand out in high relievo beyond the rest. The first is a change in the internal
repre-

representation of this country, by enlarging our number of constituents. The second is an addition to our representatives, by new American members of parliament. I pass over here all considerations how far such a system will be an improvement of our constitution according to any sound theory. Not that I mean to condemn such speculative enquiries concerning this great object of the national attention. They may tend to clear doubtful points, and possibly may lead, as they have often done, to real improvements. What I object to, is their introduction into a discourse relating to the immediate state of our affairs, and recommending plans of practical government. In this view, I see nothing in them but what is usual with the author; an attempt to raise discontent in the people of England, to balance those discontents which the measures of his friends had already raised in America. What other reason can he have for suggesting, that we are not happy enough to enjoy a sufficient number of voters in England? I believe that most sober thinkers on this subject are rather of opinion, that our fault is on the other side; and that it would be more in the spirit of our constitution, and more agreeable to the pattern of our best laws, by lessening the number, to add to the weight and independency of our voters. And truly, considering the immense and dangerous charge of elections; the prostitute and daring venality, the

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corruption

corruption of manners, the idleness and profligacy of the lower sort of voters, no prudent man would propose to encrease such an evil, if it be, as I fear it is, out of our power to administer to it any remedy. The author proposes nothing further. If he has any improvements that may balance or may lessen this inconvenience, he has thought proper to keep them as usual in his own breast. Since he has been so reserved, I should have wished he had been as cautious with regard to the project itself. First, because he observes justly, that his scheme, however it might improve the platform, can add nothing to the authority of the legislature; much I fear, it will have a contrary operation; for, authority depending on opinion at least as much as on duty, an idea circulated among the people that our constitution is not so perfect as it ought to be, before you are sure of mending it, is a certain method of lessening it in the publick opinion. Of this irreverent opinion of parliament, the author himself complains in one part of his book; and he endeavours to encrease it in the other.

Has he well considered what an immense operation any change in our constitution is? how many discussions, parties, and passions, it will necessarily excite; and, when you open it to enquiry in one part, where the enquiry will stop? Experience shews us, that no time can be fit for such changes but a time of general confusion; when good men,
finding

finding every thing already broken up, think it right to take advantage of the opportunity of such derangement in favour of an useful alteration. Perhaps a time of the greatest security and tranquillity both at home and abroad may likewise be fit; but will the author affirm this to be just such a time? Transferring an idea of military to civil prudence, he ought to know how dangerous it is to make an alteration of your disposition in the face of an enemy.

Now comes his American representation. Here too, as usual, he takes no notice of any difficulty, nor says any thing to obviate those objections that must naturally arise in the minds of his readers. He throws you his politicks as he does his revenue; do you make something of them if you can. Is not the reader a little astonished at the proposal of an American representation from that quarter? It is proposed merely as a * project of speculative improvement; not from the necessity in the case; not to add any thing to the authority of parliament; but that we may afford a greater attention to the concerns of the Americans, and give them a better opportunity of stating their grievances, and of obtaining redress. I am glad to find the author has at length discovered that we have not given a sufficient attention to their concerns, or a proper redress

* P. 39, 40.

redress to their grievances. His great friend would once have been exceedingly displeased with any person, who should tell him, that he did not attend sufficiently to those concerns. He thought he did so, when he regulated the colonies over and over again : he thought he did so, when he formed two general systems of revenue ; one of port-duties, and the other of internal taxation. These systems supposed, or ought to suppose, the greatest attention to, and the most detailed information of, all their affairs. However, by contending for the American representation, he seems at last driven virtually to admit, that great caution ought to be used in the exercise of *all* our legislative rights over an object so remote from our eye, and so little connected with our immediate feelings ; that in prudence we ought not to be quite so ready with our taxes, until we can secure the desired representation in parliament. Perhaps it may be some time before this hopeful scheme can be brought to perfect maturity, although the author seems to be in no wise aware of any obstructions that lie in the way of it. He talks of his union, just as he does of his taxes and his savings, with as much *sang froid* and ease as if his wish and the enjoyment were exactly the same thing. He appears not to have troubled his head with the infinite difficulty of settling that representation on a fair balance of wealth and numbers throughout the
several

several provinces of America and the West Indies, under such an infinite variety of circumstances. It costs him nothing to fight with nature, and to conquer the order of Providence, which manifestly opposes itself to the possibility of such a parliamentary union.

But let us, to indulge his passion for projects and power, suppose the happy time arrived, when the author comes into the ministry, and is to realize his speculations. The writs are issued for electing members for America and the West Indies. Some provinces receive them in six weeks, some in ten, some in twenty. A vessel may be lost, and then some provinces may not receive them at all. But let it be, that they all receive them at once, and in the shortest time. A proper space must be given for proclamation and for the election; some weeks at least. But the members are chosen; and, if ships are ready to sail, in about six more they arrive in London. In the mean time the parliament has sat and business far advanced without American representatives. Nay, by this time, it may happen, that the parliament is dissolved; and then the members ship themselves again, to be again elected. The writs may arrive in America, before the poor members of a parliament in which they never sat, can arrive at their several provinces. A new interest is formed, and they find other members are chosen whilst they are on the high seas. But, if

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the writs and members arrive together, here is at best a new trial of skill amongst the candidates; after one set of them have well aired themselves with their two voyages of 6,000 miles.

However, in order to facilitate every thing to the author, we will suppose them all once more elected, and steering again to Old England, with a good heart, and a fair westerly wind in their stern. On their arrival, they find all in a hurry and bustle; in and out; condolence and congratulation; the crown is demised. Another parliament is to be called. Away back to America again on a fourth voyage, and to a third election. Does the author mean to make our kings as immortal in their personal as in their politick character? or, whilst he bountifully adds to their life, will he take from them their prerogative of dissolving parliaments, in favour of the American union? or are the American representatives to be perpetual, and to feel neither demises of the crown, nor dissolutions of parliament?

But these things may be granted to him, without bringing him much nearer to his point. What does he think of re-election? is the American member the only one who is not to take a place, or the only one to be exempted from the ceremony of re-election? How will this great politician preserve the rights of electors, the fairness of returns, and the privilege of the house of commons, as the
sole

sole judge of such contests ? It would undoubtedly be a glorious sight to have eight or ten petitions, or double returns, from Boston and Barbadoes, from Philadelphia and Jamaica, the members returned, and the petitioners, with all their train of attornies, solicitors, mayors, select men, provost-marshals, and above five hundred or a thousand witnesses, come to the bar of the house of commons. Possibly we might be interrupted in the enjoyment of this pleasing spectacle, if a war should break out, and our constitutional fleet, loaded with members of parliament, returning officers, petitions, and witnesses, the electors and elected, should become a prize to the French or Spaniards, and be conveyed to Carthagena or to La Vera Cruz, and from thence perhaps to Mexico or Lima, there to remain until a cartel for members of parliament can be settled, or until the war is ended.

In truth, the author has little studied this business ; or he might have known, that some of the most considerable provinces of America, such, for instance, as Connecticut and Massachusetts Bay, have not in each of them two men who can afford, at a distance from their estates, to spend a thousand pounds a year. How can these provinces be represented at Westminster ? If their province pays them, they are American agents, with salaries, and not independent members of parliament. It is true, that formerly in England

members

members had salaries from their constituents; but they all had salaries, and were all, in this way, upon a par. If these American representatives have no salaries, then they must add to the list of our pensioners and dependents at court, or they must starve. There is no alternative.

Enough of this visionary union; in which much extravagance appears without any fancy, and the judgment is shocked without any thing to refresh the imagination. It looks as if the author had dropped down from the moon, without any knowledge of the general nature of this globe, of the general nature of its inhabitants, without the least acquaintance with the affairs of this country. Governor Pownall has handled the same subject. To do him justice, he treats it upon far more rational principles of speculation; and much more like a man of business. He thinks (erroneously, I conceive; but he does think) that our legislative rights are incomplete without such a representation. It is no wonder, therefore, that he endeavours by every means to obtain it. Not like our author, who is always on velvet, he is aware of some difficulties; and he proposes some solutions. But nature is too hard for both these authors; and America is, and ever will be, without actual representation in the house of commons; nor will any minister be wild enough even to propose such a representation in parliament; however he may choose to throw
out

out that project, together with others equally far from his real opinions, and remote from his designs, merely to fall in with the different views, and captivate the affections, of different sorts of men.

Whether these projects arise from the author's real political principles, or are only brought out in subservience to his political views, they compose the whole of any thing that is like precise and definite, which the author has given us to expect from that administration which is so much the subject of his praises and prayers. As to his general propositions, that, "there is a deal of difference between impossibilities and great difficulties;" that "a great scheme cannot be carried unless made the business of successive administrations;" that "virtuous and able men are the fittest to serve their country;" all this I look on as no more than so much rubble to fill up the spaces between the regular masonry. Pretty much in the same light I cannot forbear considering his detached observations on commerce; such as, that * "the system for colony regulations would be very simple, and mutually beneficial to Great Britain and her colonies, if the old navigation laws were adhered to." That "the transportation should be in all cases in ships belonging to British subjects." That "even British ships
"should

“ should not be *generally* received into the colonies
“ from any part of Europe, except the dominions
“ of Great Britain.” That “ it is unreasonable
“ that corn and such like products should be re-
“ strained to come first to a British port.” What
do all these fine observations signify ? Some of them
condemn, as ill practices, things that were never
practised at all. Some recommend to be done,
things that always have been done. Others in-
deed convey, though obliquely and loosely, some
insinuations highly dangerous to our commerce.
If I could prevail on myself to think the author
meant to ground any practice upon these general
propositions, I should think it very necessary to ask
a few questions about some of them. For instance,
what does he mean by talking of an adherence to
the old navigation laws ? Does he mean, that the
particular law, 12 Car. II. c. 19, commonly called
“ The Act of Navigation,” is to be adhered to,
and that the several subsequent additions, amend-
ments, and exceptions, ought to be all repealed ?
If so, he will make a strange havock in the whole
system of our trade laws, which have been univer-
sally acknowledged to be full as well founded in
the alterations and exceptions, as the act of Charles
the Second in the original provisions ; and to pur-
sue full as wisely the great end of that very poli-
tick law, the increase of the British navigation.
I fancy the writer could hardly propose any thing
more

more alarming to those immediately interested in that navigation than such a repeal. If he does not mean this, he has got no farther than a nugatory proposition, which nobody can contradict, and for which no man is the wiser.

That "the regulations for the colony trade" would be few and simple if the old navigation-laws were adhered to," I utterly deny as a fact. That they ought to be so, sounds well enough; but this proposition is of the same nugatory nature with some of the former. The regulations for the colony trade ought not to be more nor fewer, nor more nor less complex, than the occasion requires. And, as that trade is in a great measure a system of art and restriction, they can neither be few nor simple. It is true, that the very principle may be destroyed, by multiplying to excess the means of securing it. Never did a minister depart more from the author's ideas of simplicity, or more embarrass the trade of America with the multiplicity and intricacy of regulations and ordinances, than his boasted minister of 1764. That minister seemed to be possessed with something, hardly short of a rage, for regulation and restriction. He had so multiplied bonds, certificates, affidavits, warrants, sufferances, and cockets; had supported them with such severe penalties, and extended them without the least consideration of

circumstances to so many objects, that, had they all continued in their original force, commerce must speedily have expired under them. Some of them, the ministry which gave them birth was obliged to destroy: with their own hand they signed the condemnation of their own regulations; confessing in so many words, in the preamble of their act of the 5th Geo. III, that some of these regulations had laid *an unnecessary restraint on the trade and correspondence of his Majesty's American subjects*. This, in that ministry, was a candid confession of a mistake: but every alteration made in those regulations by their successors is to be the effect of envy, and American misrepresentation. So much for the author's simplicity in regulation.

I have now gone through all which I think immediately essential in the author's idea of war, of peace, of the comparative states of England and France, of our actual situation; in his projects of economy, of finance, of commerce, and of constitutional improvement. There remains nothing now to be considered, except his heavy censures upon the administration which was formed in 1765; which is commonly known by the name of the Marquis of Rockingham's administration, as the administration which preceded it is by that of Mr. Grenville. These censures relate chiefly to three heads: 1. To the repeal of the American stamp

stamp act. 2. To the commercial regulations then made. 3. To the course of foreign negotiations during that short period.

A person who knew nothing of publick affairs but from the writings of this author, would be led to conclude, that, at the time of the change in June 1765, some well-digested system of administration, founded in national strength, and in the affections of the people, proceeding in all points with the most reverential and tender regard to the laws, and pursuing with equal wisdom and success every thing which could tend to the internal prosperity, and to the external honour and dignity of this country, had been all at once subverted, by an irruption of a sort of wild, licentious, unprincipled invaders, who wantonly, and with a barbarous rage, had defaced a thousand fair monuments of the constitutional and political skill of their predecessors. It is natural indeed that this author should have some dislike to the administration which was formed in 1765. Its views, in most things, were different from those of his friends; in some, altogether opposite to them. It is impossible that both of these administrations should be the objects of publick esteem. Their different principles compose some of the strongest political lines which discriminate the parties even now subsisting amongst us. The ministers of 1764 are not indeed followed by very many in their opposition;

yet a large part of the people now in office entertain, or pretend to entertain, sentiments entirely conformable to theirs ; whilst some of the former colleagues of the ministry which was formed in 1765, however they may have abandoned the connexion, and contradicted by their conduct the principles of their former friends, pretend, on their parts, still to adhere to the same maxims. All the lesser divisions, which are indeed rather names of personal attachment than of party distinction, fall in with the one or the other of these leading parties.

I intend to state, as shortly as I am able, the general condition of publick affairs, and the disposition of the minds of men, at the time of the remarkable change of system in 1765. The reader will have thereby a more distinct view of the comparative merits of these several plans, and will receive more satisfaction concerning the ground and reason of the measures which were then pursued, than, I believe, can be derived from the perusal of those partial representations contained in the State of the Nation, and the other writings of those who have continued, for now nearly three years, in the undisturbed possession of the press. This will, I hope, be some apology for my dwelling a little on this part of the subject.

On the resignation of the Earl of Bute, in 1763, our affairs had been delivered into the hands of

three

three ministers of his recommendation ; Mr. Grenville, the Earl of Egremont, and the Earl of Halifax. This arrangement, notwithstanding the retirement of Lord Bute, announced to the publick a continuance of the same measures ; nor was there more reason to expect a change from the death of the Earl of Egremont. The Earl of Sandwich supplied his place. The Duke of Bedford, and the gentlemen who act in that connexion, and whose general character and politicks were sufficiently understood, added to the strength of the ministry, without making any alteration in their plan of conduct. Such was the constitution of the ministry which was changed in 1765.

As to their politicks, the principles of the peace of Paris governed in foreign affairs. In domestick, the same scheme prevailed, of contradicting the opinions, and disgracing most of the persons, who had been countenanced and employed in the late reign. The inclinations of the people were little attended to : and a disposition to the use of forcible methods ran through the whole tenour of administration. The nation in general was uneasy and dissatisfied. Sober men saw causes for it, in the constitution of the ministry and the conduct of the ministers. The ministers, who have usually a short method on such occasions, attributed their unpopularity wholly to the efforts of faction. However this might be, the licentiousness and

tumults of the common people, and the contempt of government, of which our author so often and so bitterly complains, as owing to the mismanagement of the subsequent administrations, had at no time risen to a greater or more dangerous height. The measures taken to suppress that spirit were as violent and licentious as the spirit itself; injudicious, precipitate, and some of them illegal. Instead of allaying, they tended infinitely to inflame the distemper; and whoever will be at the least pains to examine will find those measures not only the causes of the tumults which then prevailed, but the real sources of almost all the disorders which have arisen since that time. More intent on making a victim to party than an example of justice, they blundered in the method of pursuing their vengeance. By this means a discovery was made of many practices, common indeed in the office of secretary of state, but wholly repugnant to our laws, and to the genius of the English constitution. One of the worst of these was, the wanton and indiscriminate seizure of papers, even in cases where the safety of the State was not pretended in justification of so harsh a proceeding. The temper of the ministry had excited a jealousy, which made the people more than commonly vigilant concerning every power which was exercised by government. The abuse, however sanctioned by custom, was evident; but the ministry, instead of
resting

resting in a prudent inactivity, or (what would have been still more prudent) taking the lead, in quieting the minds of the people, and ascertaining the law upon those delicate points, made use of the whole influence of government to prevent a parliamentary resolution against these practices of office. And lest the colourable reasons, offered in argument against this parliamentary procedure, should be mistaken for the real motives of their conduct; all the advantage of privilege, all the arts and finesses of pleading, and great sums of publick money were lavished, to prevent any decision upon those practices in the courts of justice. In the mean time, in order to weaken, since they could not immediately destroy, the liberty of the press, the privilege of parliament was voted away in all accusations for a seditious libel. The freedom of debate in parliament itself was no less menaced. Officers of the army, of long and meritorious service, and of small fortunes, were chosen as victims for a single vote, by an exertion of ministerial power, which had been very rarely used, and which is extremely unjust, as depriving men not only of a place, but a profession, and is indeed of the most pernicious example both in a civil and a military light.

Whilst all things were managed at home with such a spirit of disorderly despotism; abroad there was a proportionable abatement of all spirit. Some

of our most just and valuable claims were in a manner abandoned. This indeed seemed not very inconsistent conduct in the ministers who had made the treaty of Paris. With regard to our domestick affairs, there was no want of industry; but there was a great deficiency of temper and judgment, and manly comprehension of the publick interest. The nation certainly wanted relief, and government attempted to administer it. Two ways were principally chosen for this great purpose. The first by regulations; the second by new funds of revenue. Agreeably to this plan, a new naval establishment was formed at a good deal of expence, and to little effect, to aid in the collection of the customs. Regulation was added to regulation: and the strictest and most unreserved orders were given, for a prevention of all contraband trade here, and in every part of America. A teasing custom-house, and a multiplicity of perplexing regulations, ever have, and ever will appear, the master-piece of finance to people of narrow views; as a paper against smuggling, and the importation of French finery, never fails of furnishing a very popular column in a newspaper.

The greatest part of these regulations was made for America; and they fell so indiscriminately on all sorts of contraband, or supposed contraband, that some of the most valuable branches of trade were driven violently from our ports; which
caused

caused an universal consternation throughout the colonies. Every part of the trade was infinitely distressed by them. Men of war now for the first time, armed with regular commissions of custom-house officers, invested the coasts, and gave to the collection of revenue the air of hostile contribution. About the same time that these regulations seemed to threaten the destruction of the only trade from whence the plantations derived any specie, an act was made, putting a stop to the future emission of paper currency, which used to supply its place among them. Hand in hand with this went another act, for obliging the colonies to provide quarters for soldiers. Instantly followed another law, for levying throughout all America new port duties, upon a vast variety of commodities of their consumption, and some of which lay heavy upon objects necessary for their trade and fishery. Immediately upon the heels of these, and amidst the uneasiness and confusion produced by a crowd of new impositions and regulations, some good, some evil, some doubtful, all crude and ill-considered, came another act, for imposing an universal stamp duty on the colonies; and this was declared to be little more than an experiment, and a foundation of future revenue. To render these proceedings the more irritating to the colonies, the principal argument used in favour of their ability to pay such duties was the liberality of the grants

grants of their assemblies during the late war. Never could any argument be more insulting and mortifying to a people habituated to the granting of their own money.

Taxes for the purpose of raising revenue had hitherto been sparingly attempted in America. Without ever doubting the extent of its lawful power, parliament always doubted the propriety of such impositions. And the Americans on their part never thought of contesting a right by which they were so little affected. Their assemblies in the main answered all the purposes necessary to the internal economy of a free people, and provided for all the exigencies of government which arose amongst themselves. In the midst of that happy enjoyment, they never thought of critically settling the exact limits of a power, which was necessary to their union, their safety, their equality, and even their liberty. Thus the two very difficult points, superiority in the presiding state, and freedom in the subordinate, were on the whole sufficiently, that is, practically, reconciled; without agitating those vexatious questions, which in truth rather belong to metaphysicks, than politicks, and which can never be moved without shaking the foundations of the best governments that have ever been constituted by human wisdom. By this measure was let loose that dangerous spirit of diquisition, not in the coolness of philosophical inquiry,

inquiry, but inflamed with all the passions of a haughty, resentful people, who thought themselves deeply injured, and that they were contending for every thing that was valuable in the world.

In England, our ministers went on without the least attention to these alarming dispositions; just as if they were doing the most common things in the most usual way, and among a people not only passive but pleased. They took no one step to divert the dangerous spirit which began even then to appear in the colonies, to compromise with it, to mollify it, or to subdue it. No new arrangements were made in civil government; no new powers or instructions were given to governours; no augmentation was made, or new disposition, of forces. Never was so critical a measure pursued with so little provision against its necessary consequences. As if all common prudence had abandoned the ministers, and as if they meant to plunge themselves and us headlong into that gulf which stood gaping before them; by giving a year's notice of the project of their stamp-act, they allowed time for all the discontents of that country to fester and come to a head, and for all the arrangements which factious men could make towards an opposition to the law. At the same time they carefully concealed from the eye of parliament those remonstrances which they had actually received; and which in the strongest manner indicated the
discontent

discontent of some of the colonies, and the consequences which might be expected; they concealed them, even in defiance of an order of council, that they should be laid before parliament. Thus, by concealing the true state of the case, they rendered the wisdom of the nation as improvident as their own temerity, either in preventing or guarding against the mischief. It has indeed, from the beginning to this hour, been the uniform policy of this set of men, in order at any hazard to obtain a present credit, to propose whatever might be pleasing, as attended with no difficulty; and afterwards to throw all the disappointment of the wild expectations they had raised, upon those who have the hard task of freeing the publick from the consequences of their pernicious projects.

Whilst the commerce and tranquillity of the whole empire were shaken in this manner, our affairs grew still more distracted by the internal dissensions of our ministers. Treachery and ingratitude were charged from one side; despotism and tyranny from the other; the vertigo of the regency bill; the awkward reception of the silk bill in the house of commons, and the inconsiderate and abrupt rejection of it in the house of lords; the strange and violent tumults which arose in consequence, and which were rendered more serious by being charged by the ministers upon one another; the report of a gross and brutal treatment

treatment of the —, by a minister at the same time odious to the people; all conspired to leave the publick, at the close of the session in 1765, in as critical and perilous a situation, as ever the nation was, or could be, in a time when she was not immediately threatened by her neighbours.

It was at this time, and in these circumstances, that a new administration was formed. Professing even industriously, in this publick matter, to avoid anecdotes; I say nothing of those famous reconciliations and quarrels, which weakened the body which should have been the natural support of this administration. I run no risk in affirming, that, surrounded as they were with difficulties of every species, nothing but the strongest and most uncorrupt sense of their duty to the publick could have prevailed upon some of the persons who composed it to undertake the king's business at such a time. Their preceding character, their measures while in power, and the subsequent conduct of many of them, I think, leave no room to charge this assertion to flattery. Having undertaken the commonwealth, what remained for them to do? to piece their conduct upon the broken chain of former measures? If they had been so inclined, the ruinous nature of those measures, which began instantly to appear, would not have permitted it. Scarcely had they entered into office, when letters arrived from all parts of America, making loud complaints, backed

backed by strong reasons, against several of the principal regulations of the late ministry, as threatening destruction to many valuable branches of commerce. These were attended with representations from many merchants and capital manufacturers at home, who had all their interests involved in the support of lawful trade, and in the suppression of every sort of contraband. Whilst these things were under consideration, that conflagration blazed out at once in North America; an universal disobedience, and open resistance to the stamp act; and, in consequence, an universal stop to the course of justice, and to trade and navigation, throughout that great important country; an interval during which the trading interest of England lay under the most dreadful anxiety which it ever felt.

The repeal of that act was proposed. It was much too serious a measure, and attended with too many difficulties upon every side, for the then ministry to have undertaken it, as some paltry writers have asserted, from envy and dislike to their predecessors in office. As little could it be owing to personal cowardice, and dread of consequences to themselves. Ministers, timorous from their attachment to place and power, will fear more from the consequences of one court intrigue, than from a thousand difficulties to the commerce and credit of their country by disturbances at three thousand miles distance. From which of these the ministers had

had most to apprehend at that time, is known, I presume, universally. Nor did they take that resolution from a want of the fullest sense of the inconveniences which must necessarily attend a measure of concession from the sovereign to the subject. That it must increase the insolence of the mutinous spirits in America, was but too obvious. No great measure indeed, at a very difficult crisis, can be pursued, which is not attended with some mischief; none but conceited pretenders in publick business will hold any other language: and none but weak and unexperienced men will believe them, if they should. If we were found in such a crisis, let those, whose bold designs, and whose defective arrangements, brought us into it, answer for the consequences. The business of the then ministry evidently was, to take such steps, not as the wishes of our author, or as their own wishes dictated, but as the bad situation in which their predecessors had left them, absolutely required.

The disobedience to this act was universal throughout America; nothing, it was evident, but the sending a very strong military, backed by a very strong naval force, would reduce the seditious to obedience. To send it to one town, would not be sufficient; every province of America must be traversed, and must be subdued. I do not entertain the least doubt but this could be done. We might, I think, without much difficulty, have
destroyed

destroyed our colonies. This destruction might be effected, probably in a year, or in two at the utmost. If the question was upon a foreign nation, where every successful stroke adds to your own power, and takes from that of a rival, a just war with such a certain superiority would be undoubtedly an advisable measure. But *four million* of debt due to our merchants, the total cessation of a trade annually worth *four million* more, a large foreign traffick, much home manufacture, a very capital immediate revenue arising from colony imports, indeed the produce of every one of our revenues greatly depending on this trade, all these were very weighty accumulated considerations, at least well to be weighed, before that sword was drawn, which even by its victories must produce all the evil effects of the greatest national defeat. How publick credit must have suffered, I need not say. If the condition of the nation, at the close of our foreign war, was what this author represents it, such a civil war would have been a bad couch on which to repose our wearied virtue. Far from being able to have entered into new plans of economy, we must have launched into a new sea, I fear a boundless sea, of expence. Such an addition of debt, with such a diminution of revenue and trade, would have left us in no want of a *State of the Nation* to aggravate the picture of our distresses.

Our

Our trade felt this to its vitals; and our then ministers were not ashamed to say, that they sympathized with the feelings of our merchants. The universal alarm of the whole trading body of England, will never be laughed at by them as an ill-grounded or a pretended panick. The universal desire of that body will always have great weight with them in every consideration connected with commerce: neither ought the opinion of that body to be slighted (notwithstanding the contemptuous and indecent language of this author and his associates) in any consideration whatsoever of revenue. Nothing amongst us is more quickly or deeply affected by taxes of any kind than trade; and if an American tax was a real relief to England; no part of the community would be sooner, or more materially relieved by it than our merchants. But they well know that the trade of England must be more burthened by one penny raised in America, than by three in England; and if that penny be raised with the uneasiness, the discontent, and the confusion of America, more than by ten.

If the opinion and wish of the landed interest is a motive, and it is a fair and just one, for taking away a real and large revenue, the desire of the trading interest of England ought to be a just ground for taking away a tax, of little better than speculation, which was to be collected by a war, which was to be kept up with the perpetual

discontent of those who were to be affected by it, and the value of whose produce, even after the *ordinary* charges of collection, was very uncertain*; after the *extraordinary*, the dearest purchased revenue that ever was made by any nation.

These were some of the motives drawn from principles of convenience for that repeal. When the object came to be more narrowly inspected, every motive concurred. These colonies were evidently founded in subservience to the commerce of Great Britain. From this principle, the whole system of our laws concerning them became a system of restriction. A double monopoly was established on the part of the parent country; 1, A monopoly of their whole import, which is to be altogether from Great Britain; 2, A monopoly of all their export, which is to be no where but to Great Britain, as far as it can serve any purpose here. On the same idea it was contrived that they should send all their products to us raw, and in their first state; and that they should take every thing from us in the last stage of manufacture.

Were ever a people under such circumstances, that

* It is observable, that the partisans of American taxation, when they have a mind to represent this tax as wonderfully beneficial to England, state it as worth 100,000*l.* a year; when they are to represent it as very light on the Americans, it dwindles to 60,000*l.* Indeed it is very difficult to compute what its produce might have been.

that is, a people who were to export raw, and to receive manufactured, and this, not a few luxurious articles, but all articles, even to those of the grossest, most vulgar, and necessary consumption, a people who were in the hands of a general monopolist, were ever such a people suspected of a possibility of becoming a just object of revenue? All the ends of their foundation must be supposed utterly contradicted before they could become such an object. Every trade law we have made must have been eluded, and become useless, before they could be in such a condition.

The partisans of the new system, who, on most occasions take credit for full as much knowledge as they possess, think proper on this occasion to counterfeit an extraordinary degree of ignorance, and in consequence of it to assert *, “that the balance (between the colonies and Great Britain) is unknown, and that no important conclusion can be drawn from premises so very uncertain.” Now to what can this ignorance be owing? were the navigation laws made, that this balance should be unknown? is it from the course of exchange that it is unknown, which all the world knows to be greatly and perpetually against the colonies? is it from the doubtful nature of the trade we carry on with the colonies? are not these schemists well apprized,

* Considerations, p. 74.

apprized, that the colonists, particularly those of the northern provinces, import more from Great Britain, ten times more than they send in return to us? that a great part of their foreign balance is, and must be remitted to London? I shall be ready to admit that the colonies ought to be taxed to the revenues of this country, when I know that they are out of debt to its commerce. This author will furnish some ground to his theories, and communicate a discovery to the publick, if he can shew this by any medium. But he tells us, that* “their seas are covered with ships, and their rivers floating with commerce.” This is true. But it is with *our* ships that the seas are covered; and their rivers float with British commerce. The American merchants are our factors; all in reality, most even in name. The Americans trade, navigate, cultivate, with English capitals; to their own advantage, to be sure; for without these capitals their ploughs would be stopped, and their ships wind-bound. But he who furnishes the capital must, on the whole, be the person principally benefited; the person who works upon it profits on his part too; but he profits in a subordinate way, as our colonies do; that is, as the servant of a wise and indulgent master, and no otherwise. We have all, except the *peculium*; without which, even slaves will not labour.

If

* Considerations, p. 79.

If the author's principles, which are the common notions, be right, that the price of our manufactures is so greatly enhanced by our taxes; then the Americans already pay in that way a share of our impositions. He is not ashamed to assert, that * "France and China may be said, on the same principle, to bear a part of our charges, for they consume our commodities." Was ever such a method of reasoning heard of? Do not the laws absolutely confine the colonies to buy from us, whether foreign nations sell cheaper or not? On what other idea are all our prohibitions, regulations, guards, penalties, and forfeitures, framed? To secure to us, not a commercial preference, which stands in need of no penalties to enforce it; it finds its own way; but to secure to us a trade, which is a creature of law and institution. What has this to do with the principles of a foreign trade, which is under no monopoly, and in which we cannot raise the price of our goods, without hazarding the demand for them? None but the authors of such measures could ever think of making use of such arguments.

Whoever goes about to reason on any part of the policy of this country with regard to America, upon the mere abstract principles of government, or even upon those of our own ancient constitution, will

* Considerations, p. 74.

will be often misled. Those who resort for arguments to the most respectable authorities, ancient or modern, or rest upon the clearest maxims, drawn from the experience of other states and empires, will be liable to the greatest errors imaginable. The object is wholly new in the world. It is singular; it is grown up to this magnitude and importance within the memory of man; nothing in history is parallel to it. All the reasonings about it, that are likely to be at all solid, must be drawn from its actual circumstances. In this new system a principle of commerce, of artificial commerce, must predominate. This commerce must be secured by a multitude of restraints very alien from the spirit of liberty; and a powerful authority must reside in the principal state, in order to enforce them. But the people who are to be the subjects of these restraints are descendants of Englishmen; and of a high and free spirit. To hold over them a government made up of nothing but restraints and penalties, and taxes in the granting of which they can have no share, will neither be wise, nor long practicable. People must be governed in a manner agreeable to their temper and disposition; and men of free character and spirit must be ruled with, at least, some condescension to this spirit and this character. The British colonist must see something which will distinguish him from the colonists of other nations.

Those

Those reasonings, which infer from the many restraints under which we have already laid America, to our right to lay it under still more, and indeed under all manner of restraints, are conclusive; conclusive as to right; but the very reverse as to policy and practice. We ought rather to infer from our having laid the colonies under many restraints, that it is reasonable to compensate them by every indulgence that can by any means be reconciled to our interest. We have a great empire to rule, composed of a vast mass of heterogeneous governments, all more or less free and popular in their forms, all to be kept in peace, and kept out of conspiracy, with one another, all to be held in subordination to this country; while the spirit of an extensive and intricate and trading interest pervades the whole, always qualifying, and often controlling, every general idea of constitution and government. It is a great and difficult object; and I wish we may possess wisdom and temper enough to manage it as we ought. Its importance is infinite. I believe the reader will be struck, as I have been, with one singular fact. In the year 1704, but sixty-five years ago, the whole trade with our plantations was but a few thousand pounds more in the export article, and a third less in the import, than that which we now carry on with the single island of Jamaica :

| | Exports. | Imports. |
|---------------------------|----------|-----------|
| Total English plantations | £. | £. |
| in - - 1704, | 483,265 | 814,491 |
| Jamaica, 1767, | 467,681 | 1,243,742 |

From the same information I find that our dealing with most of the European nations is but little increased; these nations have been pretty much at a stand since that time, and we have rivals in their trade. This colony intercourse is a new world of commerce in a manner created; it stands upon principles of its own; principles hardly worth endangering for any little consideration of extorted revenue.

The reader sees, that I do not enter so fully into this matter as obviously I might. I have already been led into greater lengths than I intended. It is enough to say, that before the ministers of 1765 had determined to propose the repeal of the stamp act in parliament, they had the whole of the American constitution and commerce very fully before them. They considered maturely; they decided with wisdom: let me add, with firmness. For they resolved, as a preliminary to that repeal, to assert in the fullest and least equivocal terms the unlimited legislative right of this country over its colonies; and, having done this, to propose the repeal, on principles, not of constitutional right, but

but on those of expediency, of equity, of lenity, and of the true interests present and future of that great object for which alone the colonies were founded, navigation and commerce. This plan, I say, required an uncommon degree of firmness, when we consider that some of those persons who might be of the greatest use in promoting the repeal, violently withstood the declaratory act; and they who agreed with administration in the principles of that law, equally made, as well the reasons on which the declaratory act itself stood, as those on which it was opposed, grounds for an opposition to the repeal.

If the then ministry resolved first to declare the right, it was not from any opinion they entertained of its future use in regular taxation. Their opinions were full and declared against the ordinary use of such a power. But it was plain, that the general reasonings which were employed against that power went directly to our whole legislative right; and one part of it could not be yielded of such arguments, without a virtual surrender of all the rest. Besides if that very specifick power of levying money in the colonies were not retained as a sacred trust in the hands of Great Britain (to be used, not in the first instance for supply, but in the last exigence for controul), it is obvious, that the presiding authority of Great Britain, as the head, the arbiter, and director of the whole empire,

empire, would vanish into an empty name, without operation or energy. With the habitual exercise of such a power in the ordinary course of supply, no trace of freedom could remain to America*. If Great Britain were stripped of this right, every principle of unity and subordination in the empire was gone for ever. Whether all this can be reconciled in legal speculation, is a matter of no consequence. It is reconciled in policy; and politicks ought to be adjusted, not to human reasonings, but to human nature; of which the reason is but a part, and by no means the greatest part.

Founding the repeal on this basis, it was judged proper to lay before parliament the whole detail of the American affairs, as fully as it had been laid before the ministry themselves. Ignorance of those affairs had misled parliament. Knowledge alone could bring it into the right road. Every paper of office was laid upon the table of the two houses; every

* I do not here enter into the unsatisfactory disquisition concerning representation real or presumed. I only say, that a great people, who have their property, without any reserve, in all cases, disposed of by another people at an immense distance from them, will not think themselves in the enjoyment of freedom. It will be hard to shew to those who are in such a state, which of the usual parts of the definition or description of a free people are applicable to them; and it is neither pleasant nor wise to attempt to prove that they have no right to be comprehended in such a description.

every denomination of men, either of America, or connected with it by office, by residence, by commerce, by interest, even by injury; men of civil and military capacity, officers of the revenue, merchants, manufacturers of every species, and from every town in England, attended at the bar. Such evidence never was laid before parliament. If an emulation arose among the ministers and members of parliament, as the author rightly observes *, for the repeal of this act, as well as for the other regulations, it was not on the confident assertions, the airy speculations, or the vain promises of ministers, that it arose. It was the sense of parliament on the evidence before them. No one so much as suspects that ministerial allurements or terrors had any share in it.

Our author is very much displeased, that so much credit was given to the testimony of merchants. He has a habit of railing at them; and he may, if he pleases, indulge himself in it. It will not do great mischief to that respectable set of men. The substance of their testimony was, that their debts in America were very great: that the Americans declined to pay them, or to renew their orders, whilst this act continued: that, under these circumstances, they despaired of the recovery of their debts, or the renewal of their trade in that country :

* P. 21.

country: that they apprehended a general failure of mercantile credit. The manufacturers deposed to the same general purpose, with this addition, that many of them had discharged several of their artificers; and, if the law and the resistance to it should continue, must dismiss them all.

This testimony is treated with great contempt by our author. It must be, I suppose, because it was contradicted by the plain nature of things. Suppose then that the merchants had, to gratify this author, given a contrary evidence; and had deposed, that while America remained in a state of resistance, whilst four million of debt remained unpaid, whilst the course of justice was suspended for want of stamped paper, so that no debt could be recovered, whilst there was a total stop to trade, because every ship was subject to seizure for want of stamped clearances, and while the colonies were to be declared in rebellion, and subdued by armed force, that in these circumstances they would still continue to trade chearfully and fearlessly as before; would not such witnesses provoke universal indignation for their folly or their wickedness, and be deservedly hooted from the bar*; would any human

* Here the author has a note altogether in his usual strain of reasoning; he finds out that somebody, in the course of this multifarious evidence, had said, "that a very considerable part of the orders of 1765 transmitted from America
" had

human faith have given credit to such assertions ? The testimony of the merchants was necessary for the detail, and to bring the matter home to the feeling

“ been afterwards suspended ; but that in case the stamp act “ was repealed, those orders were to be executed in the pre- “ sent year 1766 ; and that, on the repeal of the stamp act, “ the exports to the colonies would be at least double the “ value of the exports of the past year.” He then triumphs exceedingly on their having fallen short of it on the state of the custom-house entries. I do not well know what conclusion he draws applicable to his purpose, from these facts. He does not deny that all the orders which came from America subsequent to the disturbances of the stamp act were on the condition of that act being repealed ; and, he does not assert that, notwithstanding that act should be enforced by a strong hand, still the orders would be executed. Neither does he quite venture to say that this decline of the trade in 1766 was owing to the repeal. What does he therefore infer from it, favourable to the enforcement of that law ? It only comes to this, and no more ; those merchants, who thought our trade would be doubled in the subsequent year, were mistaken in their speculations. So that the stamp act was not to be repealed unless this speculation of theirs was a probable event. But it was not repealed in order to double our trade in that year, as every body knows (whatever some merchants might have said), but lest in that year we should have no trade at all. The fact is, that during the greatest part of the year 1765, that is, until about the month of October, when the accounts of the disturbances came thick upon us, the American trade went on as usual. Before this time, the stamp act could not affect it. Afterwards, the merchants fell into a great consternation ; a general stagnation in trade ensued. But as soon
as

feeling of the house; as to the general reasons, they spoke abundantly for themselves.

Upon these principles was the act repealed, and it

as it was known that the ministry favoured the repeal of the stamp act, several of the bolder merchants ventured to execute their orders; others more timid hung back; in this manner the trade continued in a state of dreadful fluctuation between the fears of those who had ventured, for the event of their boldness, and the anxiety of those whose trade was suspended, until the royal assent was finally given to the bill of repeal. That the trade of 1766 was not equal to that of 1765, could not be owing to the repeal; it arose from quite different causes, of which the author seems not to be aware: 1st, Our conquests during the war had laid open the trade of the French and Spanish West Indies to our colonies much more largely than they had ever enjoyed it; this continued for some time after the peace; but at length it was extremely contracted, and in some places reduced to nothing. Such in particular was the state of Jamaica. On the taking the Havannah all the stores of that island were emptied into that place, which produced unusual orders for goods, for supplying their own consumption, as well as for further speculations of trade. These ceasing, the trade stood on its own bottom. This is one cause of the diminished export to Jamaica; and not the childish idea of the author, of an impossible contraband from the opening of the ports.— 2d, The war had brought a great influx of cash into America, for the pay and provision of the troops; and this an unnatural increase of trade; which, as its cause failed, must in some degree return to its ancient and natural bounds.— 3d, When the merchants met from all parts, and compared their accounts, they were alarmed at the immensity of the debt due to them from America. They found that the
Americans

it produced all the good effect which was expected from it: quiet was restored; trade generally returned to its ancient channels; time and means were furnished for the better strengthening of government there, as well as for recovering, by judicious measures, the affections of the people, had that ministry continued, or had a ministry succeeded with dispositions to improve that opportunity.

Such an administration did not succeed. Instead of profiting of that season of tranquillity, in the very next year they chose to return to measures of the very same nature with those which had been so solemnly condemned; though upon a smaller scale. The effects have been correspondent. America is again in disorder, not indeed in the same degree as formerly, nor any thing like it. Such good effects have attended the repeal of the stamp act, that the colonies have actually paid the taxes; and they have sought their redress (upon however improper principles) not in their own violence, as formerly;

Americans had over-traded their abilities. And, as they found too that several of them were capable of making the state of political events an excuse for their failure in commercial punctuality, many of our merchants in some degree contracted their trade from that moment. However, it is idle, in such an immense mass of trade, so liable to fluctuation, to infer any thing from such a deficiency as one or even two hundred thousand pounds. In 1767, when the disturbances subsided, this deficiency was made up again.

formerly* ; but in the experienced benignity of parliament. They are not easy indeed, nor ever will be so, under this author's schemes of taxation ; but we see no longer the same general fury and confusion, which attended their resistance to the stamp act. The author may rail at the repeal, and those who proposed it, as he pleases. Those honest men suffer all his obloquy with pleasure, in the midst of the quiet which they have been the means of giving to their country ; and would think his praises for their perseverance in a pernicious scheme, a very bad compensation for the disturbance of our peace, and the ruin of our commerce. Whether the return to the system of 1764, for raising a revenue in America, the discontents which have ensued in consequence of it, the general suspension of the assemblies in consequence of these discontents, the use of the military power, and the new and dangerous commissions which now hang over them, will produce equally good effects, is greatly to be doubted. Never, I fear, will this nation and the colonies fall back upon their true center of gravity, and natural point of repose, until the ideas of 1766 are resumed, and steadily pursued.

As

* The disturbances have been in Boston only ; and were not in consequence of the late duties.

As to the regulations, a great subject of the author's accusation, they are of two sorts; one of a mixed nature, of revenue and trade; the other simply relative to trade. With regard to the former I shall observe, that, in all deliberations concerning America, the ideas of that administration were principally these; to take trade as the primary end, and revenue but as a very subordinate consideration. Where trade was likely to suffer, they did not hesitate for an instant to prefer it to taxes, whose produce at best was contemptible, in comparison of the object which they might endanger. The other of their principles was, to suit the revenue to the object. Where the difficulty of collection, from the nature of the country, and of the revenue establishment, is so very notorious; it was their policy to hold out as few temptations to smuggling as possible, by keeping the duties as nearly as they could on a balance with the risk. On these principles they made many alterations in the port duties of 1764, both in the mode and in the quantity. The author has not attempted to prove them erroneous. He complains enough to shew that he is in an ill humour, not that his adversaries have done amiss.

As to the regulations which were merely relative to commerce, many were then made; and they were all made upon this principle, that many of the colonies, and those some of the most

abounding in people, were so situated as to have very few means of traffick with this country. It became therefore our interest to let them into as much foreign trade as could be given them without interfering with our own; and to secure by every method the returns to the mother country. Without some such scheme of enlargement, it was obvious that any benefit we could expect from these colonies must be extremely limited. Accordingly many facilities were given to the trade with the foreign plantations, and with the southern parts of Europe. As to the confining the returns to this country, administration saw the mischief and folly of a plan of indiscriminate restraint. They applied their remedy to that part where the disease existed, and to that only: on this idea they established regulations, far more likely to check the dangerous, clandestine trade with Hamburgh and Holland, than this author's friends, or any of their predecessors had ever done.

The friends of the author have a method surely a little whimsical in all this sort of discussions. They have made an innumerable multitude of commercial regulations, at which the trade of England exclaimed with one voice, and many of which have been altered on the unanimous opinion of that trade. Still they go on, just as before, in a sort of droning panegyrick on themselves, talking of these regulations as prodigies of wisdom;

wisdom ; and, instead of appealing to those who are most affected and the best judges, they turn round in a perpetual circle of their own reasonings and pretences ; they hand you over from one of their own pamphlets to another : “ See,” say they, “ this demonstrated in the Regulations of the Colonies.” “ See this satisfactorily proved in The Considerations.” By and by we shall have another ; “ See for this The State of the Nation.” I wish to take another method in vindicating the opposite system. I refer to the petitions of merchants for these regulations ; to their thanks when they were obtained ; and to the strong and grateful sense they have ever since expressed of the benefits received under that administration.

All administrations have in their commercial regulations been generally aided by the opinion of some merchants ; too frequently by that of a few, and those a sort of favourites : they have been directed by the opinion of one or two merchants, who were to merit in flatteries, and to be paid in contracts ; who frequently advised, not for the general good of trade, but for their private advantage. During the administration of which this author complains, the meetings of merchants upon the business of trade were numerous and publick ; sometimes at the house of the Marquis of Rockingham ; sometimes at Mr. Dowdeswell’s ;

sometimes at Sir George Savile's, an house always open to every deliberation favourable to the liberty or the commerce of his country. Nor were these meetings confined to the merchants of London. Merchants and manufacturers were invited from all the considerable towns in England. They conferred with the ministers and active members of parliament. No private views, no local interests prevailed. Never were points in trade settled upon a larger scale of information. They who attended these meetings well know, what ministers they were who heard the most patiently, who comprehended the most clearly, and who provided the most wisely. Let then this author and his friends, still continue in possession of the practice of exalting their own abilities, in their pamphlets and in the newspapers. They never will persuade the publick, that the merchants of England were in a general confederacy to sacrifice their own interests to those of North America, and to destroy the vent of their own goods in favour of the manufactures of France and Holland.

Had the friends of this author taken these means of information, his extreme terrours of contraband in the West India islands would have been greatly quieted, and his objections to the opening of the ports would have ceased. He would have learned, from the most satisfactory analysis of the West India trade, that we have the advantage in every
essential

essential article of it; and that almost every restriction on our communication with our neighbours there, is a restriction unfavourable to ourselves.

Such were the principles that guided, and the authority that sanctioned, these regulations. No man ever said, that, in the multiplicity of regulations made in the administration of their predecessors, none were useful: some certainly were so; and I defy the author to shew a commercial regulation of that period, which he can prove, from any authority except his own, to have a tendency beneficial to commerce, that has been repealed. So far were that ministry from being guided by a spirit of contradiction or of innovation.

The author's attack on that administration, for their neglect of our claims on foreign powers, is by much the most astonishing instance he has given, or that, I believe, any man ever did give, of an intrepid effrontery. It relates to the Manilla ransom; to the Canada bills; and to the Russian treaty. Could one imagine, that these very things, which he thus chooses to object to others, have been the principal subject of charge against his favourite ministry? Instead of clearing them of these charges, he appears not so much as to have heard of them; but throws them directly upon the administration which succeeded to that of his friends.

It is not always very pleasant to be obliged to

produce the detail of this kind of transactions to the publick view. I will content myself therefore with giving a short state of facts, which, when the author chooses to contradict, he shall see proved, more, perhaps, to his conviction, than to his liking. The first fact then is, that the demand for the Manilla ransom had been in the author's favourite administration, so neglected as to appear to have been little less than tacitly abandoned. At home, no countenance was given to the claimants; and when it was mentioned in parliament, the then leader did not seem, at least, *a very sanguine advocate in favour of the claim.* These things made it a matter of no small difficulty to resume and press that negociation with Spain. However, so clear was our right, that the then ministers resolved to revive it; and so little time was lost, that though that administration was not compleated until the ninth of July 1765, on the 20th of the following August, General Conway transmitted a strong and full remonstrance on that subject to the Earl of Rochfort. The argument, on which the court of Madrid most relied, was the dereliction of that claim by the preceding ministers. However, it was still pushed with so much vigour, that the Spaniards, from a positive denial to pay, offered to refer the demand to arbitration. That proposition was rejected; and the demand being still pressed, there was all the reason in the world to expect its

being brought to a favourable issue ; when it was thought proper to change the administration. Whether under their circumstances, and in the time they continued in power, more could be done, the reader will judge ; who will hear with astonishment a charge of remissness from those very men, whose inactivity, to call it by no worse a name, laid the chief difficulties in the way of the revived negotiation.

As to the Canada bills, this author thinks proper to assert *, “ that the proprietors found themselves “ under a necessity of compounding their demands “ upon the French court, and accepting terms “ which they had often rejected, and which the “ Earl of Halifax had declared he would sooner “ forfeit his hand than sign.” When I know that the Earl of Halifax says so, the Earl of Halifax shall have an answer ; but I persuade myself that his Lordship has given no authority for this ridiculous rant. In the mean time, I shall only speak of it as a common concern of that ministry.

In the first place, then, I observe, that a convention, for the liquidation of the Canada bills, was concluded under the administration of 1766 ; when nothing was concluded under that of the favourites of this author.

2. This transaction was, in every step of it, carried on in concert with the persons interested,
and

* P. 24.

and was terminated to their entire satisfaction. They would have acquiesced perhaps in terms somewhat lower than those which were obtained. The author is indeed too kind to them. He will, however, let them speak for themselves, and shew what their own opinion was of the measures pursued in their favour *. In what manner the execution of the convention has been since provided for, it is not my present business to examine.

3. The proprietors had absolutely despaired of being paid, at any time, any proportion of their demand, until the change of that ministry. The merchants were checked and discountenanced; they had often been told, by some in authority, of the cheap rate at which these Canada bills had been procured; yet the author can talk of the
com-

* “ They are happy in having found, in your zeal for the
“ dignity of this nation, the means of liquidating their claims,
“ and of concluding with the court of France a convention for
“ the final satisfaction of their demands ; and have given us
“ commission, in their names, and on their behalf, most ear-
“ nestly to entreat your acceptance of their grateful acknow-
“ ledgments. Whether they consider themselves as Britons,
“ or as men more particularly profiting by your generous and
“ spirited interposition, they see great reasons to be thankful,
“ for having been supported by a minister, in whose publick
“ affections, in whose wisdom and activity, both the national
“ honour, and the interest of individuals, have been at once
“ so well supported and secured.” Thanks of the Canada
Merchants to General Conway, London, April 28, 1766.

composition of them as a necessity induced by the change in administration. They found themselves indeed, before that change, under a necessity of hinting somewhat of bringing the matter into parliament ; but they were soon silenced, and put in mind of the fate which the Newfoundland business had there met with. Nothing struck them more than the strong contrast between the spirit, and method of proceeding, of the two administrations.

4. The Earl of Halifax never did, nor could, refuse to sign this convention ; because this convention, as it stands, never was before him *.

The author's last charge on that ministry, with regard to foreign affairs, is the Russian treaty of commerce, which the author thinks fit to assert, was concluded † “ on terms the Earl of Buckinghamshire had refused to accept of, and which “ had been deemed by former ministers disadvantageous to the nation, and by the merchants “ unsafe and unprofitable.”

Both the assertions in this paragraph are equally groundless. The treaty then concluded by Sir George Macartney was not on the terms which the Earl of Buckinghamshire had refused. The Earl of Buckinghamshire never did refuse terms, because

* See the Convention itself, printed by Owen and Harrison, Warwick-lane, 1766 ; particularly the articles two and thirteen.

† P. 23.

because the business never came to the point of refusal, or acceptance; all that he did was, to receive the Russian project for a treaty of commerce, and to transmit it to England. This was in November 1764; and he left Petersburg the January following, before he could even receive an answer from his own court. The conclusion of the treaty fell to his successor. Whoever will be at the trouble to compare it with the treaty of 1734, will, I believe, confess, that, if the former ministers could have obtained such terms, they were criminal in not accepting them.

But the merchants “deemed them unsafe and “unprofitable.” What merchants? As no treaty ever was more maturely considered, so the opinion of the Russia merchants in London was all along taken; and all the instructions sent over were in exact conformity to that opinion. Our minister there made no step without having previously consulted our merchants resident in Petersburg, who, before the signing of the treaty, gave the most full and unanimous testimony in its favour. In their address to our minister at that court, among other things they say, “It may afford some “additional satisfaction to your excellency, to “receive a publick acknowledgment of *the entire* “*and unreserved approbation of every article in* “this treaty, from us who are so immediately and “so

“ so nearly concerned in its consequences.” This was signed by the consul-general, and every British merchant in Petersburg.

The approbation of those immediately concerned in the consequences is nothing to this author. He and his friends have so much tenderness for peoples' interests, and understand them so much better than they do themselves, that, whilst these politicians are contending for the best of possible terms, the claimants are obliged to go without any terms at all.

One of the first and justest complaints against the administration of the author's friends, was the want of vigour in their foreign negotiations. Their immediate successors endeavoured to correct that error, along with others; and there was scarcely a foreign court, in which the new spirit that had arisen was not sensibly felt, acknowledged, and sometimes complained of. On their coming into administration, they found the demolition of Dunkirk entirely at a stand: instead of demolition, they found construction; for the French were then at work on the repair of the jetties. On the remonstrances of General Conway, some parts of these jetties were immediately destroyed. The Duke of Richmond personally surveyed the place, and obtained a fuller knowledge of its true state and condition than any of our ministers had done; and,

and, in consequence, had larger offers from the Duke of Choiseul than had ever been received. But, as these were short of our just expectations under the treaty, he rejected them. Our then ministers, knowing that, in their administration, the peoples' minds were set at ease upon all the essential points of public and private liberty, and that no project of theirs could endanger the concord of the empire, were under no restraint from pursuing every just demand upon foreign nations.

The author, towards the end of this work, falls into reflections upon the state of publick morals in this country: he draws use from this doctrine, by recommending his friend to the king and the publick, as another Duke of Sully; and he concludes the whole performance with a very devout prayer.

The prayers of politicians may sometimes be sincere; and as this prayer is in substance, that the author, or his friends, may be soon brought into power, I have great reason to believe it is very much from the heart. It must be owned too that after he has drawn such a picture, such a shocking picture, of the state of this country, he has great faith in thinking the means he prays for sufficient to relieve us: after the character he has given of its inhabitants of all ranks and classes, he has great charity in caring much about them; and indeed no less hope, in being of opinion, that
such

such a detestable nation can ever become the care of Providence. He has not even found five good men in our devoted city.

He talks indeed of men of virtue and ability. But where are his *men* of virtue and ability to be found? Are they in the present administration? Never were a set of people more blackened by this author. Are they among the party of those (no small body) who adhere to the system of 1766? These, it is the great purpose of this book to calumniate. Are they the persons who acted with his great friend, since the change in 1762, to his removal in 1765? Scarcely any of these are now out of employment; and we are in possession of his desideratum. Yet I think he hardly means to select, even some of the highest of them, as examples fit for the reformation of a corrupt world.

He observes, that the virtue of the most exemplary prince that ever swayed a sceptre* “can never warm or illuminate the body of his people, if foul mirrors are placed so near him as to refract and dissipate the rays at their first emanation.” Without observing upon the propriety of this metaphor, or asking how mirrors come to have lost their old quality of reflecting, and to have acquired that of refracting, and dissipating rays, and how far their foulness will
account

* P. 46.

account for this change; the remark itself is common and true : no less true, and equally surprising from him, is that which immediately precedes it ; * “ it is in vain to endeavour to check
 “ the progress of irreligion and licentiousness, by
 “ punishing such crimes in *one individual*, if others
 “ equally culpable are rewarded with the honours
 “ and emoluments of the state.” I am not in the secret of the author’s manner of writing ; but it appears to me, that he must intend these reflections as a satire upon the administration of his happy years. Were ever the honours and emoluments of the state more lavishly squandered upon persons scandalous in their lives than during that period ? In these scandalous lives, was there any thing more scandalous than the mode of punishing *one culpable individual* ? In that individual, is any thing more culpable than his having been seduced by the example of some of those very persons by whom he was thus persecuted ?

The author is so eager to attack others, that he provides but indifferently for his own defence. I believe, without going beyond the page I have now before me, he is very sensible, that I have sufficient matter of further, and, if possible, of heavier charge against his friends, upon his own principle. But it is because the advantage is too
 great,

* P. 46.

great, that I decline making use of it. I wish the author had not thought that all methods are lawful in party. Above all he ought to have taken care not to wound his enemies through the sides of his country. This he has done, by making that monstrous and overcharged picture of the distresses of our situation. No wonder that he, who finds this country in the same condition with that of France at the time of Henry the Fourth, could also find a resemblance between his political friend and the Duke of Sully. As to those personal resemblances, people will often judge of them from their affections: they may imagine in these clouds whatsoever figures they please; but what is the conformation of that eye which can discover a resemblance of this country and these times to those with which the author compares them? France, a country just recovered out of twenty-five years of the most cruel and desolating civil war that perhaps was ever known. The kingdom, under the veil of momentary quiet, full of the most atrocious political, operating upon the most furious fanatical factions. Some pretenders even to the crown; and those who did not pretend to the whole, aimed at the partition of the monarchy. There were almost as many competitors as provinces; and all abetted by the greatest, the most ambitious, and most enterprising power in Europe. No place safe from treason; no, not the bosoms on which the
most

most amiable prince that ever lived reposed his head ; not his mistresses ; not even his queen. As to the finances, they had scarce an existence, but as a matter of plunder to the managers, and of grants to insatiable and ungrateful courtiers.

How can our author have the heart to describe this as any sort of parallel to our situation ? To be sure, an April shower has some resemblance to a water-spout ; for they are both wet : and there is some likeness between a summer evening's breeze and an hurricane ; they are both wind : but who can compare our disturbances, our situation, or our finances, to those of France in the time of Henry ? Great Britain is indeed at this time wearied, but not broken, with the efforts of a victorious foreign war ; not sufficiently relieved by an inadequate peace, but somewhat benefited by that peace, and infinitely by the consequences of that war. The powers of Europe awed by our victories, and lying in ruins upon every side of us. Burthened indeed we are with debt, but abounding with resources. We have a trade, not perhaps equal to our wishes, but more than ever we possessed. In effect, no pretender to the crown ; nor nutriment for such desperate and destructive factions as have formerly shaken this kingdom.

As to our finances, the author trifles with us. When Sully came to those of France, in what order was any part of the financial system ? or what
system

system was there at all ? There is no man in office who must not be sensible that ours is, without the act of any parading minister, the most regular and orderly system perhaps that was ever known ; the best secured against all frauds in the collection, and all misapplication in the expenditure of publick money.

I admit that, in this flourishing state of things, there are appearances enough to excite uneasiness and apprehension. I admit there is a cankerworm in the rose ;

——— *medio de fonte leporum*

Surgit amari aliquid, quod in ipsis floribus angat.

There is nothing else than a spirit of disconnection, of distrust, and of treachery among publick men. It is no accidental evil ; nor has its effect been trusted to the usual frailty of nature ; the distemper has been inoculated. The author is sensible of it, and we lament it together. This distemper is alone sufficient to take away considerably from the benefits of our constitution and situation, and perhaps to render their continuance precarious. If these evil dispositions should spread much farther they must end in our destruction ; for nothing can save a people destitute of publick and private faith. However, the author, for the present state of things, has extended the charge by

much too widely ; as men are but too apt to take the measure of all mankind from their own particular acquaintance. Barren as this age may be in the growth of honour and virtue, the country does not want, at this moment, as strong, and those not a few examples, as were ever known, of an unshaken adherence to principle, and attachment to connexion, against every allurements of interest. Those examples are not furnished by the great alone ; nor by those, whose activity in publick affairs may render it suspected that they make such a character one of the rounds in their ladder of ambition ; but by men more quiet, and more in the shade, on whom an unmixed sense of honour alone could operate. Such examples indeed are not furnished in great abundance amongst those who are the subjects of the author's panegyrick. He must look for them in another camp. He, who complains of the ill effects of a divided and heterogeneous administration, is not justifiable in labouring to render odious in the eyes of the publick those men, whose principles, whose maxims of policy, and whose personal character, can alone administer a remedy to this capital evil of the age : neither is he consistent with himself, in constantly extolling those whom he knows to be the authors of the very mischief of which he complains, and which the whole nation feels so deeply.

The persons who are the objects of his dislike
and

and complaint are many of them of the first families, and weightiest properties, in the kindgom; but infinitely more distinguished for their untainted honour publick and private, and their zealous but sober attachment to the constitution of their country, than they can be by any birth, or any station. If they are the friends of any one great man rather than another, it is not that they make his aggrandizement the end of their union; or because they know him to be the most active in caballing for his connexions the largest and speediest emoluments. It is because they know him, by personal experience, to have wise and enlarged ideas of the publick good, and an invincible constancy in adhering to it; because they are convinced, by the whole tenour of his actions, that he will never negotiate away their honour or his own: and that, in or out of power, change of situation will make no alteration in his conduct. This will give to such a person in such a body, an authority and respect that no minister ever enjoyed among his venal dependents, in the highest plenitude of his power; such as servility never can give, such as ambition never can receive or relish.

This body will often be reproached by their adversaries, for want of ability in their political transactions; they will be ridiculed for missing many favourable conjunctures, and not profiting of several brilliant opportunities of fortune; but they

must be contented to endure that reproach ; for they cannot acquire the reputation of *that kind* of ability without losing all the other reputation they possess.

They will be charged too with a dangerous spirit of exclusion and proscription, for being unwilling to mix in schemes of administration, which have no bond of union, or principle of confidence. That charge too they must suffer with patience. If the reason of the thing had not spoken loudly enough, the miserable examples of the several administrations constructed upon the idea of systematick discord would be enough to frighten them from such monstrous and ruinous conjunctions. It is however false, that the idea of an united administration carries with it that of a proscription of any other party. It does indeed imply the necessity of having the great strong holds of government in well-united hands, in order to secure the predominance of right and uniform principles ; of having the capital offices of deliberation and execution of those who can deliberate with mutual confidence, and who will execute what is resolved with firmness and fidelity. If this system cannot be rigorously adhered to in practice (and what system can be so ?) it ought to be the constant aim of good men to approach as nearly to it as possible. No system of that kind can be formed, which will not leave room fully sufficient for heal-
ing

ing coalitions : but no coalition, which, under the specious name of independency, carries in its bosom the unreconciled principles of the original discord of parties, ever was, or will be, an healing coalition. Nor will the mind of our Sovereign ever know repose, his kingdom settlement, or his business order, efficiency, or grace with his people, until things are established upon the basis of some set of men, who are trusted by the publick, and who can trust one another.

This comes rather nearer to the mark than the author's description of a proper administration, under the name of *men of ability and virtue*, which conveys no definite idea at all ; nor does it apply specifically to our grand national distemper. All parties pretend to these qualities. The present ministry, no favourites of the author, will be ready enough to declare themselves persons of virtue and ability ; and if they choose a vote for that purpose, perhaps it would not be quite impossible for them to procure it. But, if the disease be this distrust and disconnexion, it is easy to know who are sound, and who are tainted ; who are fit to restore us to health, who to continue, and to spread the contagion. The present ministry being made up of draughts from all parties in the kingdom, if they should profess any adherence to the connexions they have left, they must convict themselves of the blackest treachery. They therefore

choose rather to renounce the principle itself, and to brand it with the name of pride and faction. This test with certainty discriminates the opinions of men. The other is a description vague and unsatisfactory.

As to the unfortunate gentlemen who may at any time compose that system, which, under the plausible title of an administration, subsists but for the establishment of weakness and confusion; they fall into different classes, with different merits. I think the situation of some people in that state may deserve a certain degree of compassion; at the same time that they furnish an example, which, it is to be hoped, by being a severe one, will have its effect, at least, on the growing generation; if an original seduction, on plausible but hollow pretences, into loss of honour, friendship, consistency, security, and repose, can furnish it. It is possible to draw, even from the very prosperity of ambition, examples of terroure, and motives to compassion.

I believe the instances are exceedingly rare of men immediately passing over a clear, marked line of virtue into declared vice and corruption. There are a sort of middle tints and shades between the two extremes; there is something uncertain on the confines of the two empires which they first pass through, and which renders the change easy and imperceptible. There are even a sort of splendid impositions so well contrived, that, at the
very

very time the path of rectitude is quitted for ever, men seem to be advancing into some higher and nobler road of publick conduct. Not that such impositions are strong enough in themselves ; but a powerful interest, often concealed from those whom it affects, works at the bottom, and secures the operation. Men are thus debauched away from those legitimate connexions, which they had formed on a judgment, early perhaps but sufficiently mature, and wholly unbiassed. They do not quit them upon any ground of complaint, for grounds of just complaint may exist, but upon the flattering and most dangerous of all principles, that of mending what is well. Gradually they are habituated to other company ; and a change in their habitudes soon makes a way for a change in their opinions. Certain persons are no longer so very frightful, when they come to be known and to be serviceable. As to their old friends, the transition is easy ; from friendship to civility ; from civility to enmity : few are the steps from dereliction to persecution.

People not very well grounded in the principles of publick morality find a set of maxims in office ready made for them, which they assume as naturally and inevitably, as any of the insignia or instruments of the situation. A certain tone of the solid and practical is immediately acquired. Every

former profession of publick spirit is to be considered as a debauch of youth, or, at best, as a visionary scheme of unattainable perfection. The very idea of consistency is exploded. The convenience of the business of the day is to furnish the principle for doing it. Then the whole ministerial cant is quickly got by heart. The prevalence of faction is to be lamented. All opposition is to be regarded as the effect of envy and disappointed ambition. All administrations are declared to be alike. The same necessity justifies all their measures. It is no longer a matter of discussion, who or what administration is ; but that administration is to be supported, is a general maxim. Flattering themselves that their power is become necessary to the support of all order and government ; every thing which tends to the support of that power is sanctified, and becomes a part of the publick interest.

Growing every day more formed to affairs, and better knit in their limbs, when the occasion (now the only rule) requires it, they become capable of sacrificing those very persons to whom they had before sacrificed their original friends. It is now only in the ordinary course of business to alter an opinion, or to betray a connexion. Frequently relinquishing one set of men and adopting another, they grow into a total indifference to human feeling,

feeling, as they had before to moral obligation ; until at length, no one original impression remains upon their minds : every principle is obliterated ; every sentiment effaced.

In the mean time, that power, which all these changes aimed at securing, remains still as tottering and as uncertain as ever. They are delivered up into the hands of those who feel neither respect for their persons, nor gratitude for their favours ; who are put about them in appearance to serve, in reality to govern them ; and, when the signal is given, to abandon and destroy them in order to set up some new dupe of ambition, who in his turn is to be abandoned and destroyed. Thus living in a state of continual uneasiness and ferment, softened only by the miserable consolation of giving now and then preferments to those for whom they have no value ; they are unhappy in their situation, yet find it impossible to resign. Until, at length, soured in temper, and disappointed by the very attainment of their ends, in some angry, in some haughty, or some negligent moment, they incur the displeasure of those upon whom they have rendered their very being dependent. Then *perierunt tempora longi servitii* ; they are cast off with scorn ; they are turned out, emptied of all natural character, of all intrinsick worth, of all essential dignity, and deprived of every consolation
of

of friendship. Having rendered all retreat to old principles ridiculous, and to old regards impracticable, not being able to counterfeit pleasure, or to discharge discontent, nothing being sincere, or right, or balanced in their minds, it is more than a chance, that, in the delirium of the last stage of their distempered power, they make an insane political testament, by which they throw all their remaining weight and consequence into the scale of their declared enemies, and the avowed authors of their destruction. Thus they finish their course. Had it been possible that the whole, or even a great part of these effects on their minds, I say nothing of the effect upon their fortunes, could have appeared to them in their first departure from the right line, it is certain they would have rejected every temptation with horror. The principle of these remarks, like every good principle in morality, is trite; but its frequent application is not the less necessary.

As to others, who are plain practical men, they have been guiltless at all times of all publick pretence. Neither the author nor any one else has reason to be angry with them. They belonged to his friend for their interest; for their interest they quitted him; and when it is their interest, he may depend upon it, they will return to their former connexion. Such people subsist at all times, and, though

though the nuisance of all, are at no time a worthy subject of discussion. It is false virtue and plausible error that do the mischief.

If men come to government with right dispositions, they have not that unfavourable subject which this author represents to work upon. Our circumstances are indeed critical; but then they are the critical circumstances of a strong and mighty nation. If corruption and meanness are greatly spread, they are not spread universally. Many publick men are hitherto examples of publick spirit and integrity. Whole parties, as far as large bodies can be uniform, have preserved character. However they may be deceived in some particulars, I know of no set of men amongst us, which does not contain persons, on whom the nation, in a difficult exigence, may well value itself. Private life, which is the nursery of the commonwealth, is yet in general pure, and on the whole disposed to virtue; and the people at large want neither generosity nor spirit. No small part of that very luxury, which is so much the subject of the author's declamation, but which, in most parts of life, by being well balanced and diffused, is only decency and convenience, has perhaps as many, or more good than evil consequences attending it. It certainly excites industry, nourishes emulation, and inspires some sense of personal value into all ranks

ranks of people. What we want is to establish more fully an opinion of uniformity, and consistency of character, in the leading men of the state ; such as will restore some confidence to profession and appearance, such as will fix subordination upon esteem. Without this, all schemes are begun at the wrong end. All who join in them are liable to their consequences. All men who, under whatever pretext, take a part in the formation or the support of systems constructed in such a manner as must, in their nature, disable them from the execution of their duty, have made themselves guilty of all the present distraction, and of the future ruin, which they may bring upon their country.

It is a serious affair, this studied disunion in government. In cases where union is most consulted in the constitution of a ministry, and where persons are best disposed to promote it, differences, from the various ideas of men, will arise ; and from their passions will often ferment into violent heats, so as greatly to disorder all publick business. What must be the consequence, when the very distemper is made the basis of the constitution ; and the original weakness of human nature is still further enfeebled by art and contrivance ? It must subvert government from the very foundation. It turns our publick councils into the most mischievous cabals ; where the consideration is, not
how

how the nation's business shall be carried on, but how those who ought to carry it on shall circumvent each other. In such a state of things, no order, uniformity, dignity, or effect, can appear in our proceedings either at home or abroad. Nor will it make much difference, whether some of the constituent parts of such an administration are men of virtue or ability, or not; supposing it possible that such men, with their eyes open, should choose to make a part in such a body.

The effects of all human contrivances are in the hand of Providence. I do not like to answer, as our author so readily does, for the event of any speculation. But surely the nature of our disorders, if any thing, must indicate the proper remedy. Men who act steadily on the principles I have stated may in all events be very serviceable to their country; in one case, by furnishing (if their Sovereign should be so advised) an administration formed upon ideas very different from those which have for some time been unfortunately fashionable. But, if this should not be the case, they may be still serviceable; for the example of a large body of men, steadily sacrificing ambition to principle, can never be without use. It will certainly be prolific, and draws others to an imitation. *Vera gloria radices agit, atque etiam propagatur.*

I do not think myself of consequence enough to
imitate

imitate my author, in troubling the world with the prayers or wishes I may form for the publick : full as little am I disposed to imitate his professions ; those professions are long since worn out in the political service. If the work will not speak for the author, his own declarations deserve but little credit.

APPENDIX.

SO much misplaced industry has been used by the author of *The State of the Nation*, as well as by other writers, to infuse discontent into the people, on account of the late war, and of the effects of our national debt; that nothing ought to be omitted which may tend to disabuse the publick upon these subjects. When I had gone through the foregoing sheets, I recollected, that, in pages 58, 59, 60, I only gave the comparative states of the duties collected by the excise at large; together with the quantities of strong beer brewed in the two periods which are there compared. It might be still thought, that some other articles of popular consumption, of general convenience, and connected with our manufactures, might possibly have declined. I therefore now think it right to lay before the reader the state of the produce of three capital duties on such articles; duties which have frequently been made the subject of popular complaint. The duty on candles; that on soap, paper, &c.; and that on hides.

Average

| | | | | | | |
|--------------------------------------|---|---|---|---|---|-----------|
| Average of net produce of duty on | | | | | | £. |
| soap, &c. for 8 years, ending | | | | | | |
| 1767 | - | - | - | - | - | 264,902 |
| Average of ditto for 8 years, ending | | | | | | |
| 1754 | - | - | - | - | - | 228,114 |
| Average increase | | | | | | £. 36,788 |

| | | | | | | |
|--------------------------------------|---|---|---|---|---|-----------|
| Average of net produce of duty on | | | | | | |
| candles for 8 years, ending 1767 | | | | | | 155,789 |
| Average of ditto for 8 years, ending | | | | | | |
| 1754 | - | - | - | - | - | 136,716 |
| Average increase | | | | | | £. 19,073 |

| | | | | | | |
|--------------------------------|--|--|--|--|--|-----------|
| Average net produce of duty on | | | | | | |
| hides, 8 years, ending 1767 | | | | | | 189,216 |
| Ditto 8 years, ending 1754 | | | | | | 168,200 |
| Average increase | | | | | | £. 21,016 |

This increase has not arisen from any additional duties. None have been imposed on these articles during the war. Notwithstanding the burthens of the war, and the late dearness of provisions, the consumption of all these articles has increased, and the revenue along with it.

There is another point in The State of the Nation, to which, I fear, I have not been so full
in

in my answer as I ought to have been, and as I am well warranted to be. The author has endeavoured to throw a suspicion, or something more, on that salutary, and indeed necessary measure of opening the ports in Jamaica. * “Orders were “given,” says he, “in *August*, 1765, for the free “admission of Spanish vessels into all the colonies.” He then observes, that the exports to Jamaica fell 40,904*l.* short of those of 1764; and that the exports of the succeeding year, 1766, fell short of those of 1765, about eighty pounds; from whence he wisely infers, that this decline of exports being *since* the relaxation of the laws of trade, there is a just ground of suspicion, that the colonies have been supplied with foreign commodities instead of British.

Here, as usual with him, the author builds on a fact which is absolutely false; and which, being so, renders his whole hypothesis absurd and impossible. He asserts, that the order for admitting Spanish vessels was given in *August* 1765. That order was not *signed at the treasury board until the 15th day of the November following*; and therefore so far from affecting the exports of the year 1765, that, supposing all possible diligence in the commissioners of the customs in expediting that order, and every advantage of vessels ready to

* His note, p. 22.

to sail, and the most favourable wind, it would hardly even arrive in Jamaica within the limits of that year.

This order could therefore by no possibility be a cause of the decrease of exports in 1765. If it had any mischievous operation, it could not be before 1766. In that year, according to our author, the exports fell short of the preceding, just *eighty* pounds. He is welcome to that diminution; and to all the consequences he can draw from it.

But, as an auxiliary to account for this dreadful loss, he brings in the Free-port act, which he observes (for his convenience) to have been made in spring, 1766 ; but (for his convenience likewise) he forgets, that, by the express provision of the act, the regulation was not to be in force in Jamaica until the November following. Miraculous must be the activity of that contraband whose operation in America could, before the end of that year, have re-acted upon England, and checked the exportation from hence ! Unless he chooses to suppose, that the merchants at whose solicitation this act had been obtained, were so frightened at the accomplishment of their own most earnest and anxious desire, that, before any good or evil effect from it could happen, they immediately put a stop to all further exportation.

It is obvious that we must look for the true
5 effect

effect of that act at the time of its first possible operation, that is, in the year 1767. On this idea how stands the account?

| | £. |
|----------------------------------------|---------|
| 1764, Exports to Jamaica | 456,528 |
| 1765 | 415,624 |
| 1766 | 415,544 |
| 1767 (first year of the Free-port act) | 467,681 |

This author, for the sake of a present momentary credit, will hazard any future and permanent disgrace. At the time he wrote, the account of 1767 could not be made up. This was the very first year of the trial of the Free-port act; and we find that the sale of British commodities is so far from being lessened by that act, that the export of 1767 amounts to 52,000*l.* more than that of either of the two preceding years, and is 11,000*l.* above that of his standard year 1764. If I could prevail on myself to argue in favour of a great commercial scheme from the appearance of things in a single year, I should from this increase of export infer the beneficial effects of that measure. In truth, it is not wanting. Nothing but the thickest ignorance of the Jamaica trade could have made any one entertain a fancy, that the least ill effect on our commerce could follow from this opening of the ports. But, if the author argues the effect

of regulations in the American trade from the export of the year in which they are made, or even of the following ; why did he not apply this rule to his own ? He had the same paper before him which I have now before me. He must have seen that in his standard year (the year 1764), the principal year of his new regulations, the export fell no less than 128,450*l.* short of that in 1763 ! Did the export trade revive by these regulations in 1765, during which year they continued in their full force ? It fell about 40,000*l.* still lower. Here is a fall of 168,000*l.* ; to account for which, would have become the author much better than piddling for an 80*l.* fall in the year 1766 (the only year in which *the order* he objects to could operate), or in presuming a fall of exports from a regulation which took place only in November 1766 ; whose effects could not appear until the following year ; and which, when they do appear, utterly overthrow all his flimsy reasons and affected suspicions upon the effect of opening the ports.

This author, in the same paragraph, says, that “ it was asserted by *the American factors and* “ *agents*, that the commanders of our ships of war “ and tenders, having custom-house commissions, “ and the strict orders given in 1764 for a due “ execution of the laws of trade in the colonies, “ had deterred the Spaniards from trading with

“ us ;

us; that the sale of British manufactures in the West Indies had been greatly lessened, and the receipt of large sums of specie prevented."

If the *American factors and agents* asserted this, they had good ground for their assertion. They knew that the Spanish vessels had been driven from our ports. The author does not positively deny the fact. If he should, it will be proved. When the factors connected this measure, and its natural consequences, with an actual fall in the exports to Jamaica, to no less an amount than 128,450*l.* in one year, and with a further fall in their next, is their assertion very wonderful? The author himself is full as much alarmed by a fall of only 40,000*l.*; for, giving him the facts which he chuses to coin, it is no more. The expulsion of the Spanish vessels must certainly have been one cause, if not of the first declension of the exports, yet of their continuance in their reduced state. Other causes had their operation, without doubt. In what degree each cause produced its effect, it is hard to determine. But the fact of a fall of exports upon the restraining plan, and of a rise upon the taking place of the enlarging plan, is established beyond all contradiction.

This author says, that the facts relative to the Spanish trade were asserted by *American factors and agents*; insinuating, that the ministry of 1766 had no better authority for their plan of enlargement

than such assertions. The moment he chooses it, he shall see the very same thing asserted by governors of provinces, by commanders of men of war, and by officers of the customs; persons the most bound in duty to prevent contraband, and the most interested in the seizures to be made in consequence of strict regulation. I suppress them for the present; wishing that the author may not drive me to a more full discussion of this matter than it may be altogether prudent to enter into. I wish he had not made any of these discussions necessary.

THOUGHTS

ON

THE CAUSE OF THE PRESENT

DISCONTENTS.

1770.

SECRET

Hoc vero occultum, intestinum, domesticum malum, non
modo non existit, verum etiam opprimit, antiquam
perspicere atque explorare potueris.

CIC.

THOUGHTS

ON

THE CAUSE OF THE PRESENT

DISCONTENTS.

IT is an undertaking of some degree of delicacy to examine into the cause of publick disorders. If a man happens not to succeed in such an inquiry, he will be thought weak and visionary; if he touches the true grievance, there is a danger that he may come near to persons of weight and consequence, who will rather be exasperated at the discovery of their errours, than thankful for the occasion of correcting them. If he should be obliged to blame the favourites of the people, he will be considered as the tool of power; if he censures those in power, he will be looked on as an instrument of faction. But in all exertions of duty something is to be hazarded. In cases of tumult and disorder, our law has invested every man, in some sort, with the authority of a magistrate. When the affairs of the nation are distracted, private people are, by the spirit of that law, justified
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in stepping a little out of their ordinary sphere. They enjoy a privilege, of somewhat more dignity and effect, than that of idle lamentation over the calamities of their country. They may look into them narrowly; they may reason upon them liberally; and if they should be so fortunate as to discover the true source of the mischief, and to suggest any probable method of removing it, though they may displease the rulers for the day, they are certainly of service to the cause of government. Government is deeply interested in every thing which, even through the medium of some temporary uneasiness, may tend finally to compose the minds of the subject, and to conciliate their affections. I have nothing to do here with the abstract value of the voice of the people. But as long as reputation, the most precious possession of every individual, and as long as opinion, the great support of the state, depend entirely upon that voice, it can never be considered as a thing of little consequence either to individuals or to governments. Nations are not primarily ruled by laws; less by violence. Whatever original energy may be supposed either in force or regulation, the operation of both is, in truth, merely instrumental. Nations are governed by the same methods, and on the same principles, by which an individual without authority is often able to govern those who are his equals or his superiours; by a
knowledge

knowledge of their temper, and by a judicious management of it ; I mean,—when publick affairs are steadily and quietly conducted ; and when government is nothing but a continued scuffle between the magistrate and the multitude ; in which sometimes the one and sometimes the other is uppermost ; in which they alternately yield and prevail, in a series of contemptible victories, and scandalous submissions. The temper of the people amongst whom he presides ought therefore to be the first study of a statesman. And the knowledge of this temper it is by no means impossible for him to attain, if he has not an interest in being ignorant of what it is his duty to learn.

To complain of the age we live in, to murmur at the present possessors of power, to lament the past, to conceive extravagant hopes of the future, are the common dispositions of the greatest part of mankind ; indeed the necessary effects of the ignorance and levity of the vulgar. Such complaints and humours have existed in all times ; yet as all times have *not* been alike, true political sagacity manifests itself in distinguishing that complaint which only characterises the general infirmity of human nature, from those which are symptoms of the particular distemperature of our own air and season.

Nobody, I believe, will consider it merely as the language of spleen or disappointment, if I say,
that

that there is something particularly alarming in the present conjuncture. There is hardly a man, in or out of power, who holds any other language. That government is at once dreaded and contemned; that the laws are despoiled of all their respected and salutary terrors; that their inaction is a subject of ridicule, and their exertion of abhorrence; that rank, and office, and title, and all the solemn plausibilities of the world, have lost their reverence and effect; that our foreign politics are as much deranged as our domestick economy; that our dependencies are slackened in their affection, and loosened from their obedience; that we know neither how to yield nor how to enforce; that hardly any thing above or below, abroad or at home, is sound and entire; but that disconnexion and confusion, in offices, in parties, in families, in parliament, in the nation, prevail beyond the disorders of any former time: these are facts universally admitted and lamented.

This state of things is the more extraordinary, because the great parties which formerly divided and agitated the kingdom are known to be in a manner entirely dissolved. No great external calamity has visited the nation; no pestilence or famine. We do not labour at present under any scheme of taxation new or oppressive in the quantity or in the mode. Nor are we engaged in unsuccessful war; in which, our misfortunes
might

might easily pervert our judgment ; and our minds, sore from the loss of national glory, might feel every blow of fortune as a crime in government.

It is impossible that the cause of this strange distemper should not sometimes become a subject of discourse. It is a compliment due, and which I willingly pay, to those who administer our affairs; to take notice in the first place of their speculation. Our ministers are of opinion, that the increase of our trade and manufactures, that our growth by colonization, and by conquest, have concurred to accumulate immense wealth in the hands of some individuals; and this again being dispersed among the people, has rendered them universally proud, ferocious, and ungovernable; that the insolence of some from their enormous wealth, and the boldness of others from a guilty poverty, have rendered them capable of the most atrocious attempts; so that they have trampled upon all subordination, and violently borne down the unarmed laws of a free government; barriers too feeble against the fury of a populace so fierce and licentious as ours. They contend, that no adequate provocation has been given for so spreading a discontent; our affairs having been conducted throughout with remarkable temper and consummate wisdom. The wicked industry of some libelers, joined to the intrigues of a few disappointed politicians,

politicians, have, in their opinion, been able to produce this unnatural ferment in the nation.

Nothing indeed can be more unnatural than the present convulsions of this country, if the above account be a true one. I confess I shall assent to it with great reluctance, and only on the compulsion of the clearest and firmest proofs; because their account resolves itself into this short but discouraging proposition, “That we have a very good ministry, but that we are a very bad people;” that we set ourselves to bite the hand that feeds us; that with a malignant insanity we oppose the measures, and ungratefully vilify the persons, of those whose sole object is our own peace and prosperity. If a few puny libellers, acting under a knot of factious politicians, without virtue, parts, or character, (such they are constantly represented by these gentlemen) are sufficient to excite this disturbance, very perverse must be the disposition of that people, amongst whom such a disturbance can be excited by such means. It is besides to no small aggravation of the publick misfortune, that the disease, on this hypothesis, appears to be without remedy. If the wealth of the nation be the cause of its turbulence, I imagine it is not proposed to introduce poverty, as a constable to keep the peace. If our dominions abroad are the roots which feed all this rank luxuriance of sedition, it is not intended to cut them

them off in order to famish the fruit. If our liberty has enfeebled the executive power, there is no design, I hope, to call in the aid of despotism, to fill up the deficiencies of law. Whatever may be intended, these things are not yet professed. We seem therefore to be driven to absolute despair; for we have no other materials to work upon, but those out of which God has been pleased to form the inhabitants of this island. If these be radically and essentially vicious, all that can be said is, that those men are very unhappy, to whose fortune or duty it falls to administer the affairs of this untoward people. I hear it indeed sometimes asserted, that a steady perseverance in the present measures, and a rigorous punishment of those who oppose them, will in course of time infallibly put an end to these disorders. But this, in my opinion, is said without much observation of our present disposition, and without any knowledge at all of the general nature of mankind. If the matter of which this nation is composed be so very fermentable as these gentlemen describe it, leaven never will be wanting to work it up, as long as discontent, revenge, and ambition, have existence in the world. Particular punishments are the cure for accidental distempers in the state; they inflame rather than allay those heats which arise from the settled mismanagement of the government, or from a natural indisposition in the people. It is
of

of the utmost moment not to make mistakes in the use of strong measures : and firmness is then only a virtue when it accompanies the most perfect wisdom. In truth, inconstancy is a sort of natural corrective of folly and ignorance.

I am not one of those who think that the people are never in the wrong. They have been so, frequently and outrageously, both in other countries and in this. But I do say, that in all disputes between them and their rulers, the presumption is at least upon a par in favour of the people. Experience may perhaps justify me in going farther. When popular discontents have been very prevalent, it may well be affirmed and supported, that there has been generally something found amiss in the constitution, or in the conduct of government. The people have no interest in disorder. When they do wrong, it is their error, and not their crime. But with the governing part of the state, it is far otherwise. They certainly may act ill by design, as well as by mistake. “ *Les révolutions qui arrivent dans les grands états ne sont point un effect du hazard, ni du caprice des peuples. Rien ne révolte les grands d’un royaume comme un gouvernement foible et dérangé. Pour la populace, ce n’est jamais par envie d’attaquer qu’elle se soulève, mais par impatience de souffrir* *.” These are the words

* Mem. de Sully, Tom. i. p. 133.

words of a great man; of a minister of state; and a zealous assertor of monarchy. They are applied to the *system of favouritism* which was adopted by Henry the Third of France, and to the dreadful consequences it produced. What he says of revolutions, is equally true of all great disturbances. If this presumption in favour of the subjects against the trustees of power be not the more probable, I am sure it is the more comfortable speculation; because it is more easy to change an administration, than to reform a people.

Upon a supposition, therefore, that, in the opening of the cause, the presumptions stand equally balanced between the parties, there seems sufficient ground to entitle any person to a fair hearing, who attempts some other scheme beside that easy one which is fashionable in some fashionable companies, to account for the present discontents. It is not to be argued that we endure no grievance, because our grievances are not of the same sort with those under which we laboured formerly; not precisely those which we bore from the Tudors, or vindicated on the Stuarts. A great change has taken place in the affairs of this country. For in the silent lapse of events as material alterations have been insensibly brought about in the policy and character of governments and nations, as those which have been marked by the tumult of publick revolutions.

It is very rare indeed for men to be wrong in their feelings concerning publick misconduct ; as rare to be right in their speculation upon the cause of it. I have constantly observed, that the generality of people are fifty years, at least, behind-hand in their politicks. There are but very few, who are capable of comparing and digesting what passes before their eyes at different times and occasions, so as to form the whole into a distinct system. But in books every thing is settled for them, without the exertion of any considerable diligence or sagacity. For which reason men are wise with but little reflection, and good with little self-denial, in the business of all times except their own. We are very uncorrupt and tolerably enlightened judges of the transactions of past ages ; where no passions deceive, and where the whole train of circumstances, from the trifling cause to the tragical event, is set in an orderly series before us. Few are the partisans of departed tyranny ; and to be a Whig on the business of an hundred years ago, is very consistent with every advantage of present servility. This retrospective wisdom, and historical patriotism, are things of wonderful convenience : and serve admirably to reconcile the old quarrel between speculation and practice. Many a stern republican, after gorging himself with a full feast of admiration of the Grecian commonwealths and of our true Saxon constitution, and discharging all the

the splendid bile of his virtuous indignation on King John and King James, sits down perfectly satisfied to the coarsest work and homeliest job of the day he lives in. I believe there was no professed admirer of Henry the Eighth among the instruments of the last King James; nor in the court of Henry the Eighth, was there, I dare say, to be found a single advocate for the favourites of Richard the Second.

No complaisance to our court, or to our age, can make me believe nature to be so changed, but that publick liberty will be among us, as among our ancestors, obnoxious to some person or other; and that opportunities will be furnished for attempting, at least, some alteration to the prejudice of our constitution. These attempts will naturally vary in their mode, according to times and circumstances. For ambition, though it has ever the same general views, has not at all times the same means, nor the same particular objects. A great deal of the furniture of ancient tyranny is worn to rags; the rest is entirely out of fashion. Besides, there are few statesmen so very clumsy and awkward in their business, as to fall into the identical snare which has proved fatal to their predecessors. When an arbitrary imposition is attempted upon the subject, undoubtedly it will not bear on its forehead the name of *Ship-money*. There is no danger that an extension of the *Forest laws*

should be the chosen mode of oppression in this age. And when we hear any instance of ministerial rapacity, to the prejudice of the rights of private life, it will certainly not be the exaction of two hundred pullets, from a woman of fashion, for leave to lie with her own husband*.

Every age has its own manners, and its politicks dependent upon them; and the same attempts will not be made against a constitution fully formed and matured, that were used to destroy it in the cradle, or to resist its growth during its infancy.

Against the being of parliament, I am satisfied, no designs have ever been entertained since the revolution. Every one must perceive, that it is strongly the interest of the court, to have some second cause interposed between the ministers and the people. The gentlemen of the house of commons have an interest equally strong, in sustaining the part of that intermediate cause. However they may hire out the *usufruct* of their voices, they never will part with the *fee and inheritance*. Accordingly those, who have been of the most known devotion to the will and pleasure of a court, have, at the same time, been most forward in

* “ Uxor Hugonis de Nevill dat Domino Regi ducentas Gallinas, eo quod possit jacere una nocte cum Domino suo Hugone de Nevill.” Maddox, Hist. Exch. c. xiii. p. 326.

in asserting a high authority in the house of commons. When they knew who were to use that authority, and how it was to be employed, they thought it never could be carried too far. It must be always the wish of an unconstitutional statesman, that a house of commons, who are entirely dependent upon him, should have every right of the people entirely dependent upon their pleasure. It was soon discovered, that the forms of a free, and the ends of an arbitrary government, were things not altogether incompatible.

The power of the crown, almost dead and rotten as Prerogative, has grown up anew, with much more strength, and far less odium, under the name of Influence. An influence, which operated without noise and without violence; an influence which converted the very antagonist, into the instrument, of power; which contained in itself a perpetual principle of growth and renovation; and which the distresses and the prosperity of the country equally tended to augment, was an admirable substitute for a prerogative, that, being only the offspring of antiquated prejudices, had moulded into its original stamina irresistible principles of decay and dissolution. The ignorance of the people is a bottom but for a temporary system; the interest of active men in the state is a foundation perpetual and infallible. However, some circumstances, arising, it must be confessed, in a great

degree from accident, prevented the effects of this influence for a long time from breaking out in a manner capable of exciting any serious apprehensions. Although government was strong and flourished exceedingly, the *court* had drawn far less advantage than one would imagine from this great source of power.

At the Revolution, the crown, deprived, for the ends of the revolution itself, of many prerogatives, was found too weak to struggle against all the difficulties which pressed so new and unsettled a government. The court was obliged therefore to delegate a part of its powers to men of such interest as could support, and of such fidelity as would adhere to, its establishment. Such men were able to draw in a greater number to a concurrence in the common defence. This connexion, necessary at first, continued long after convenient; and properly conducted might indeed, in all situations, be an useful instrument of government. At the same time, through the intervention of men of popular weight and character, the people possessed a security for their just proportion of importance in the state. But as the title to the crown grew stronger by long possession, and by the constant increase of its influence, these helps have of late seemed to certain persons no better than incumbrances. The powerful managers for government were not sufficiently submissive to the
pleasure

pleasure of the possessors of immediate and personal favour, sometimes from a confidence in their own strength natural and acquired; sometimes from a fear of offending their friends, and weakening that lead in the country, which gave them a consideration independent of the court. Men acted as if the court could receive, as well as confer, an obligation. The influence of government, thus divided in appearance between the court and the leaders of parties, became in many cases an accession rather to the popular than to the royal scale; and some part of that influence, which would otherwise have been possessed as in a sort of mortmain and unalienable domain, returned again to the great ocean from whence it arose, and circulated among the people. This method, therefore, of governing by men of great natural interest or great acquired consideration was viewed in a very invidious light by the true lovers of absolute monarchy. It is the nature of despotism to abhor power held by any means but its own momentary pleasure; and to annihilate all intermediate situations between boundless strength on its own part, and total debility on the part of the people.

To get rid of all this intermediate and independent importance, and *to secure to the court the unlimited and uncontrouled use of its own vast influence, under the sole direction of its own private favour*, has for some years past been the great object of policy. If this were compassed,

the influence of the crown must of course produce all the effects which the most sanguine partisan of the court could possibly desire. Government might then be carried on without any concurrence on the part of the people; without any attention to the dignity of the greater, or to the affections of the lower sorts. A new project was therefore devised by a certain set of intriguing men, totally different from the system of administration which had prevailed since the accession of the House of Brunswick. This project, I have heard, was first conceived by some persons in the court of Frederick Prince of Wales.

The earliest attempt in the execution of this design was to set up for minister, a person, in rank indeed respectable, and very ample in fortune; but who, to the moment of this vast and sudden elevation, was little known or considered in the kingdom. To him the whole nation was to yield an immediate and implicit submission. But whether it was from want of firmness to bear up against the first opposition; or that things were not yet fully ripened, or that this method was not found the most eligible; that idea was soon abandoned. The instrumental part of the project was a little altered, to accommodate it to the time, and to bring things more gradually and more surely to the one great end proposed.

The first part of the reformed plan was to draw *a line which should separate the court from the ministry.*

ministry. Hitherto these names had been looked upon as synonymous; but for the future, court and administration were to be considered as things totally distinct. By this operation, two systems of administration were to be formed; one which should be in the real secret and confidence; the other merely ostensible to perform the official and executory duties of government. The latter were alone to be responsible; whilst the real advisers, who enjoyed all the power, were effectually removed from all the danger.

Secondly, *A party under these leaders was to be formed in favour of the court against the ministry:* this party was to have a large share in the emoluments of government, and to hold it totally separate from, and independent of, ostensible administration.

The third point, and that on which the success of the whole scheme ultimately depended, was *to bring parliament to an acquiescence in this Project.* Parliament was therefore to be taught by degrees a total indifference to the persons, rank, influence, abilities, connexions, and character of the ministers of the crown. By means of a discipline, on which I shall say more hereafter, that body was to be habituated to the most opposite interests, and the most discordant politicks. All connexions and dependencies among subjects were to be entirely dissolved. As, hitherto, business had gone
through

through the hands of leaders of Whigs or Tories, men of talents to conciliate the people, and to engage their confidence; now the method was to be altered: and the lead was to be given to men of no sort of consideration or credit in the country. This want of natural importance was to be their very title to delegated power. Members of parliament were to be hardened into an insensibility to pride as well as to duty. Those high and haughty sentiments, which are the great support of independence, were to be let down gradually. Points of honour and precedence were no more to be regarded in parliamentary decorum, than in a Turkish army. It was to be avowed, as a constitutional maxim, that the king might appoint one of his footmen, or one of your footmen for minister; and that he ought to be, and that he would be, as well followed as the first name for rank or wisdom in the nation. Thus parliament was to look on, as if perfectly unconcerned, while a cabal of the closet and back-stairs was substituted in the place of a national administration.

With such a degree of acquiescence, any measure of any court might well be deemed thoroughly secure. The capital objects, and by much the most flattering characteristic of arbitrary power, would be obtained. Every thing would be drawn from its holdings in the country to the personal favour and inclination of the prince. This favour would

be

be the sole introduction to power, and the only tenure by which it was to be held ; so that no person looking towards another, and all looking towards the court, it was impossible but that the motive which solely influenced every man's hopes must come in time to govern every man's conduct ; till at last the servility became universal, in spite of the dead letter of any laws or institutions whatsoever.

How it should happen that any man could be tempted to venture upon such a project of government, may at first view appear surprising. But the fact is, that opportunities very inviting to such an attempt have offered ; and the scheme itself was not destitute of some arguments, not wholly unpalatable, to recommend it. These opportunities and these arguments, the use that has been made of both, the plan for carrying this new scheme of government into execution, and the effects which it has produced, are in my opinion worthy of our serious consideration.

His Majesty came to the throne of these kingdoms with more advantages than any of his predecessors since the Revolution. Fourth in descent, and third in succession of his royal family, even the zealots of hereditary right, in him, saw something to flatter their favourite prejudices ; and to justify a transfer of their attachments, without a change in their principles. The person and cause of the Pretender were become contemptible ; his title disowned

disowned throughout Europe; his party disbanded in England. His majesty came indeed to the inheritance of a mighty war; but, victorious in every part of the globe, peace was always in his power, not to negotiate, but to dictate. No foreign habitudes or attachments withdrew him from the cultivation of his power at home. His revenue for the civil establishment, fixed (as it was then thought) at a large, but definite sum, was ample without being invidious. His influence, by additions from conquest, by an augmentation of debt, by an increase of military and naval establishment, much strengthened and extended. And coming to the throne in the prime and full vigour of youth, as from affection there was a strong dislike, so from dread there seemed to be a general averseness, from giving any thing like offence to a monarch, against whose resentment opposition could not look for a refuge in any sort of rever-sionary hope.

These singular advantages inspired his majesty only with a more ardent desire to preserve unimpaired the spirit of that national freedom, to which he owed a situation so full of glory. But to others it suggested sentiments of a very different nature. They thought they now beheld an opportunity (by a certain sort of statesmen never long undiscovered or unemployed) of drawing to themselves, by the aggrandizement of a court faction, a degree of
power

power which they could never hope to derive from natural influence or from honourable service; and which it was impossible they could hold with the least security, whilst the system of administration rested upon its former bottom. In order to facilitate the execution of their design, it was necessary to make many alterations in political arrangement, and a signal change in the opinions, habits, and connexions of the greatest part of those who at that time acted in publick.

In the first place, they proceeded gradually, but not slowly, to destroy every thing of strength which did not derive its principal nourishment from the immediate pleasure of the court. The greatest weight of popular opinion and party connexion were then with the duke of Newcastle and Mr. Pitt. Neither of these held their importance by the *new tenure* of the court; they were not therefore thought to be so proper as others for the services which were required by that tenure. It happened very favourably for the new system, that under a forced coalition there rankled an incurable alienation and disgust between the parties which composed the administration. Mr. Pitt was first attacked. Not satisfied with removing him from power, they endeavoured by various artifices to ruin his character. The other party seemed rather pleased to get rid of so oppressive a support; not perceiving, that their own fall was prepared

by his, and involved in it. Many other reasons prevented them from daring to look their true situation in the face. To the great Whig families it was extremely disagreeable, and seemed almost unnatural to oppose the administration of a prince of the house of Brunswick. Day after day they hesitated, and doubted, and lingered, expecting that other counsels would take place; and were slow to be persuaded, that all which had been done by the cabal was the effect not of humour, but of system. It was more strongly and evidently the interest of the new court faction, to get rid of the great Whig connexions, than to destroy Mr. Pitt. The power of that gentleman was vast indeed and merited; but it was in a great degree personal, and therefore transient. Theirs was rooted in the country. For, with a good deal less of popularity, they possessed a far more natural and fixed influence. Long possession of government; vast property; obligations of favours given and received; connexion of office; ties of blood, of alliance, of friendship (things at that time supposed of some force); the name of Whig, dear to the majority of the people; the zeal early begun and steadily continued to the royal family: all these together formed a body of power in the nation, which was criminal and devoted. The great ruling principle of the cabal, and that which animated and harmonized all their proceedings, how various
soever

soever they may have been, was to signify to the world, that the court would proceed upon its own proper forces only; and that the pretence of bringing any other into its service was an affront to it, and not a support. Therefore when the chiefs were removed, in order to go to the root, the whole party was put under a proscription, so general and severe as to take their hard-earned bread from the lowest officers, in a manner which had never been known before, even in general revolutions. But it was thought necessary effectually to destroy all dependencies but one; and to shew an example of the firmness and rigour with which the new system was to be supported.

Thus for the time were pulled down, in the persons of the Whig leaders and of Mr. Pitt (in spite of the services of the one at the accession of the royal family, and the recent services of the other in the war) the *two only securities for the importance of the people; power arising from popularity; and power arising from connexion*. Here and there indeed a few individuals were left standing, who gave security for their total estrangement from the odious principles of party connexion and personal attachment; and it must be confessed that most of them have religiously kept their faith. Such a change could not however be made without a mighty shock to government.

To reconcile the minds of the people to all these

movements, principles correspondent to them had been preached up with great zeal. Every one must remember that the cabal set out with the most astonishing prudery, both moral and political. Those, who in a few months after soused over head and ears into the deepest and dirtiest pits of corruption, cried out violently against the indirect practices in the electing and managing of parliaments, which had formerly prevailed. This marvellous abhorrence which the court had suddenly taken to all influence, was not only circulated in conversation through the kingdom, but pompously announced to the publick, with many other extraordinary things, in a pamphlet * which had all the appearance of a manifesto preparatory to some considerable enterprise. Throughout it was a satire, though in terms managed and decent enough, on the politicks of the former reign. It was indeed written with no small art and address.

In this piece appeared the first dawning of the new system ; there first appeared the idea (then only in speculation) of *separating the court from the administration* ; of carrying every thing from national connexion to personal regards ; and of forming a regular party for that purpose, under the name of *king's men*.

To recommend this system to the people, a perspective

* Sentiments of an honest Man.

perspective view of the court, gorgeously painted, and finely illuminated from within, was exhibited to the gaping multitude. Party was to be totally done away, with all its evil works. Corruption was to be cast down from court, as *Atè* was from heaven. Power was thenceforward to be the chosen residence of publick spirit; and no one was to be supposed under any sinister influence, except those who had the misfortune to be in disgrace at court, which was to stand in lieu of all vices and all corruptions. A scheme of perfection to be realized in a monarchy far beyond the visionary republick of Plato. The whole scenery was exactly disposed to captivate those good souls, whose credulous morality is so invaluable a treasure to crafty politicians. Indeed there was wherewithal to charm every body, except those few who are not much pleased with professions of supernatural virtue, who know of what stuff such professions are made, for what purposes they are designed, and in what they are sure constantly to end. Many innocent gentlemen, who had been talking prose all their lives without knowing any thing of the matter, began at last to open their eyes upon their own merits, and to attribute their not having been lords of the treasury and lords of trade many years before, merely to the prevalence of party, and to the ministerial power, which had frustrated the good intentions of the court in favour of their abilities.

Now was the time to unlock the sealed fountain of royal bounty, which had been infamously monopolized and huckstered, and to let it flow at large upon the whole people. The time was come, to restore royalty to its original splendour. *Mettre le Roy hors de page*, became a sort of watch-word. And it was constantly in the mouths of all the runners of the court, that nothing could preserve the balance of the constitution from being overturned by the rabble, or by a faction of the nobility, but to free the sovereign effectually from that ministerial tyranny, under which the royal dignity had been oppressed in the person of his majesty's grandfather.

These were some of the many artifices used to reconcile the people to the great change which was made in the persons who composed the ministry, and the still greater which was made and avowed in its constitution. As to individuals, other methods were employed with them; in order so thoroughly to disunite every party, and even every family, that *no concert, order or effect, might appear in any future opposition*. And in this manner an administration without connexion with the people, or with one another, was first put in possession of government. What good consequences followed from it, we have all seen; whether with regard to virtue, publick or private; to the ease and happiness of the sovereign; or to the

the real strength of government. But as so much stress was then laid on the necessity of this new project, it will not be amiss to take a view of the effects of this royal servitude and vile durance, which was so deplored in the reign of the late monarch, and was so carefully to be avoided in the reign of his successor. The effects were these.

In times full of doubt and danger to his person and family, George II, maintained the dignity of his crown connected with the liberty of his people, not only unimpaired, but improved, for the space of thirty-three years. He overcame a dangerous rebellion, abetted by foreign force, and raging in the heart of his kingdoms; and thereby destroyed the seeds of all future rebellion that could arise upon the same principle. He carried the glory, the power, the commerce of England, to a height unknown even to this renowned nation in the times of its greatest prosperity: and he left his succession resting on the true and only true foundations of all national and all regal greatness; affection at home, reputation abroad, trust in allies, terrour in rival nations. The most ardent lover of his country cannot wish for Great Britain a happier fate than to continue as she was then left. A people, emulous as we are in affection to our present sovereign, know not how to form a prayer to heaven for a greater blessing upon his virtues, or a higher state of felicity and glory,

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than that he should live, and should reign, and when Providence ordains it, should die, exactly like his illustrious predecessor.

A great prince may be obliged (though such a thing cannot happen very often) to sacrifice his private inclination to his publick interest. A wise prince will not think that such a restraint implies a condition of servility; and truly, if such was the condition of the last reign, and the effects were also such as we have described, we ought, no less for the sake of the sovereign whom we love, than for our own, to hear arguments convincing indeed, before we depart from the maxims of that reign, or fly in the face of this great body of strong and recent experience.

One of the principal topicks which was then, and has been since, much employed by that political* school, is an effectual terroure of the growth of an aristocratick power, prejudicial to the rights of the crown, and the balance of the constitution. Any new powers exercised in the house of lords, or in the house of commons, or by the crown, ought certainly to excite the vigilant and anxious jealousy of a free people. Even a new and unprecedented course of action in the whole legislature, without great and evident reason, may be a subject of

* See the political writings of the late Dr. Brown, and many others.

of just uneasiness. I will not affirm, that there may not have lately appeared in the house of lords a disposition to some attempts derogatory to the legal rights of the subject. If any such have really appeared, they have arisen, not from a power properly aristocratick, but from the same influence which is charged with having excited attempts of a similar nature in the house of commons; which house, if it should have been betrayed into an unfortunate quarrel with its constituents, and involved in a charge of the very same nature, could have neither power nor inclination to repel such attempts in others. Those attempts in the house of lords can no more be called aristocratick proceedings, than the proceedings with regard to the county of Middlesex in the house of commons can with any sense be called democratical.

It is true, that the peers have a great influence in the kingdom, and in every part of the publick concerns. While they are men of property, it is impossible to prevent it, except by such means as must prevent all property from its natural operation: an event not easily to be compassed, while property is power; nor by any means to be wished, while the least notion exists of the method by which the spirit of liberty acts, and of the means by which it is preserved. If any particular peers, by their uniform, upright, constitutional conduct, by their publick and their private virtues, have

acquired an influence in the country ; the people, on whose favour that influence depends, and from whom it arose, will never be duped into an opinion, that such greatness in a peer is the despotism of an aristocracy, when they know and feel it to be the effect and pledge of their own importance.

I am no friend to aristocracy, in the sense at least in which that word is usually understood. If it were not a bad habit to moot cases on the supposed ruin of the constitution, I should be free to declare, that if it must perish, I would rather by far see it resolved into any other form, than lost in that austere and insolent domination. But, whatever my dislikes may be, my fears are not upon that quarter. The question, on the influence of a court, and of a peerage, is not, which of the two dangers is the more eligible, but which is the more imminent. He is but a poor observer, who has not seen, that the generality of peers, far from supporting themselves in a state of independent greatness, are but too apt to fall into an oblivion of their proper dignity, and to run headlong into an abject servitude. Would to God it were true, that the fault of our peers were too much spirit ! It is worthy of some observation that these gentlemen, so jealous of aristocracy, make no complaints of the power of those peers (neither few nor inconsiderable) who are always in the train of a court, and whose whole weight must be considered

dered as a portion of the settled influence of the crown. This is all safe and right; but if some peers (I am very sorry they are not as many as they ought to be) set themselves, in the great concern of peers and commons, against a back-stairs influence and clandestine government, then the alarm begins; then the constitution is in danger of being forced into an aristocracy.

I rest a little the longer on this court topick, because it was much insisted upon at the time of the great change, and has been since frequently revived by many of the agents of that party: for, whilst they are terrifying the great and opulent with the horrors of mob-government, they are by other managers attempting (though hitherto with little success) to alarm the people with a phantom of tyranny in the nobles. All this is done upon their favourite principle of disunion, of sowing jealousies amongst the different orders of the state, and of disjoining the natural strength of the kingdom; that it may be rendered incapable of resisting the sinister designs of wicked men, who have engrossed the royal power.

Thus much of the topicks chosen by the courtiers to recommend their system; it will be necessary to open a little more at large the nature of that party which was formed for its support. Without this, the whole would have been no better than a

visionary amusement, like the scheme of Harrington's political club, and not a business in which the nation had a real concern. As a powerful party, and a party constructed on a new principle, it is a very inviting object of curiosity.

It must be remembered, that since the Revolution, until the period we are speaking of, the influence of the crown had been always employed in supporting the ministers of state, and in carrying on the publick business according to their opinions. But the party now in question is formed upon a very different idea. It is to intercept the favour, protection and confidence of the crown in the passage to its ministers; it is to come between them and their importance in parliament; it is to separate them from all their natural and acquired dependencies; it is intended as the controul, not the support, of administration. The machinery of this system is perplexed in its movements, and false in its principle. It is formed on a supposition that the king is something external to his government; and that he may be honoured and aggrandized, even by its debility and disgrace. The plan proceeds expressly on the idea of enfeebling the regular executory power. It proceeds on the idea of weakening the state in order to strengthen the court. The scheme depending entirely on distrust, on disconnexion, on mutability by principle, on
systematick

systematick weakness in every particular member ; it is impossible that the total result should be substantial strength of any kind.

As a foundation of their scheme, the cabal have established a sort of *rota* in the court. All sorts of parties, by this means, have been brought into administration ; from whence few have had the good fortune to escape without disgrace ; none at all without considerable losses. In the beginning of each arrangement no professions of confidence and support are wanting, to induce the leading men to engage. But while the ministers of the day appear in all the pomp and pride of power, while they have all their canvas spread out to the wind, and every sail filled with the fair and prosperous gale of royal favour, in a short time they find, they know not how, a current, which sets directly against them ; which prevents all progress ; and even drives them backwards. They grow ashamed and mortified in a situation, which, by its vicinity to power, only serves to remind them the more strongly of their insignificance. They are obliged either to execute the orders of their inferiours, or to see themselves opposed by the natural instruments of their office. With the loss of their dignity they lose their temper. In their turn they grow troublesome to that cabal which, whether it supports or opposes, equally disgraces and equally betrays them. It is soon found necessary to get

rid of the heads of administration ; but it is of the heads only. As there always are many rotten members belonging to the best connexions, it is not hard to persuade several to continue in office without their leaders. By this means the party goes out much thinner than it came in ; and is only reduced in strength by its temporary possession of power. Besides, if by accident, or in course of change, that power should be recovered, the junto have thrown up a retrenchment of these carcasses, which may serve to cover themselves in a day of danger. They conclude, not unwisely, that such rotten members will become the first objects of disgust and resentment to their ancient connexions.

They contrive to form in the outward administration two parties at the least ; which, whilst they are tearing one another to pieces, are both competitors for the favour and protection of the cabal ; and, by their emulation, contribute to throw every thing more and more into the hands of the interior managers.

A minister of state will sometimes keep himself totally estranged from all his colleagues ; will differ from them in their councils, will privately traverse, and publicly oppose, their measures. He will, however, continue in his employment. Instead of suffering any mark of displeasure, he will be distinguished by an unbounded profusion of

court rewards and caresses ; because he does what is expected, and all that is expected, from men in office. He helps to keep some form of administration in being, and keeps it at the same time as weak and divided as possible.

However, we must take care not to be mistaken, or to imagine that such persons have any weight in their opposition. When, by them, administration is convinced of its insignificancy, they are soon to be convinced of their own. They never are suffered to succeed in their opposition. They and the world are to be satisfied, that, neither office, nor authority, nor property, nor ability, eloquence, counsel, skill, or union, are of the least importance ; but that the mere influence of the court, naked of all support, and destitute of all management, is abundantly sufficient for all its own purposes.

When any adverse connexion is to be destroyed, the cabal seldom appear in the work themselves. They find out some person of whom the party entertains a high opinion. Such a person they endeavour to delude with various pretences. They teach him first to distrust, and then to quarrel with his friends ; among whom, by the same arts, they excite a similar diffidence of him ; so that in this mutual fear and distrust, he may suffer himself to be employed as the instrument in the change which is brought about. Afterwards they are sure to destroy him in his turn, by setting up in his place

place some person in whom he had himself reposed the greatest confidence, and who serves to carry off a considerable part of his adherents.

When such a person has broke in this manner with his connexions, he is soon compelled to commit some flagrant act of iniquitous, personal hostility against some of them (such as an attempt to strip a particular friend of his family estate), by which the cabal hope to render the parties utterly irreconcilable. In truth, they have so contrived matters, that people have greater hatred to the subordinate instruments than to the principal movers.

As in destroying their enemies they make use of instruments not immediately belonging to their corps, so in advancing their own friends they pursue exactly the same method. To promote any of them to considerable rank or emolument, they commonly take care that the recommendation shall pass through the hands of the ostensible ministry: such a recommendation might however appear to the world, as some proof of the credit of ministers, and some means of increasing their strength. To prevent this, the persons so advanced are directed, in all companies, industriously to declare, that they are under no obligations whatsoever to administration; that they have received their office from another quarter; that they are totally free and independent.

When the faction has any job of lucre to obtain,

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or of vengeance to perpetrate, their way is, to select, for the execution, those very persons to whose habits, friendships, principles, and declarations, such proceedings are publicly known to be the most adverse; at once to render the instruments the more odious, and therefore the more dependent; and to prevent the people from ever reposing a confidence in any appearance of private friendship or public principle.

If the administration seem now and then, from remissness, or from fear of making themselves disagreeable, to suffer any popular excesses to go unpunished, the cabal immediately sets up some creature of theirs to raise a clamour against the ministers, as having shamefully betrayed the dignity of government. Then they compel the ministry to become active in conferring rewards and honours on the persons who have been the instruments of their disgrace; and, after having first vilified them with the higher orders for suffering the laws to sleep over the licentiousness of the populace, they drive them (in order to make amends for their former inactivity) to some act of atrocious violence, which renders them completely abhorred by the people. They, who remember the riots which attended the Middlesex election, the opening of the present parliament, and the transactions relative to Saint George's Fields, will not be at a loss for an application of these remarks.

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That this body may be enabled to compass all the ends of its institution, its members are scarcely ever to aim at the high and responsible offices of the state. They are distributed with art and judgment through all the secondary, but efficient, departments of office, and through the households of all the branches of the royal family : so as on one hand to occupy all the avenues to the throne ; and on the other to forward or frustrate the execution of any measure, according to their own interests. For with the credit and support which they are known to have, though for the greater part in places which are only a genteel excuse for salary, they possess all the influence of the highest posts ; and they dictate publicly in almost every thing, even with a parade of superiority. Whenever they dissent (as it often happens) from their nominal leaders, the trained part of the senate, instinctively in the secret, is sure to follow them ; provided the leaders, sensible of their situation, do not of themselves recede in time from their most declared opinions. This latter is generally the case. It will not be conceivable to any one who has not seen it, what pleasure is taken by the cabal in rendering these heads of office thoroughly contemptible and ridiculous. And when they are become so, they have then the best chance for being well supported.

The members of the court faction are fully
indemnified

indemnified for not holding places on the slippery heights of the kingdom, not only by the lead in all affairs, but also by the perfect security in which they enjoy less conspicuous, but very advantageous situations. Their places are in express legal tenure, or, in effect, all of them for life. Whilst the first and most respectable persons in the kingdom are tossed about like tennis balls, the sport of a blind and insolent caprice, no minister dares even to cast an oblique glance at the lowest of their body. If an attempt be made upon one of this corps, immediately he flies to sanctuary, and pretends to the most inviolable of all promises. No conveniency of publick arrangement is available to remove any one of them from the specifick situation he holds; and the slightest attempt upon one of them, by the most powerful minister, is a certain preliminary to his own destruction.

Conscious of their independence, they bear themselves with a lofty air to the exterior ministers. Like Janissaries, they derive a kind of freedom from the very condition of their servitude. They may act just as they please; provided they are true to the great ruling principle of their institution. It is, therefore, not at all wonderful, that people should be so desirous of adding themselves to that body, in which they may possess and reconcile satisfactions the most alluring, and seemingly the most contradictory; enjoying at once all the

the spirited pleasure of independence, and all the gross lucre and fat emoluments of servitude.

Here is a sketch, though a slight one, of the constitution, laws, and policy, of this new court corporation. The name by which they choose to distinguish themselves, is that of *king's men*, or the *king's friends*, by an invidious exclusion of the rest of his majesty's most loyal and affectionate subjects. The whole system, comprehending the exterior and interior administrations, is commonly called, in the technical language of the court, *double cabinet*; in French or English, as you choose to pronounce it.

Whether all this be a vision of a distracted brain, or the invention of a malicious heart, or a real faction in the country, must be judged by the appearances which things have worn for eight years past. Thus far I am certain, that there is not a single publick man, in or out of office, who has not, at some time or other, borne testimony to the truth of what I have now related. In particular, no persons have been more strong in their assertions, and louder and more indecent in their complaints, than those who compose all the exterior part of the present administration; in whose time that faction has arrived at such an height of power, and of boldness in the use of it, as may, in the end, perhaps bring about its total destruction.

It is true, that about four years ago, during the
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administration of the Marquis of Rockingham, an attempt was made to carry on government without their concurrence. However, this was only a transient cloud; they were hid but for a moment; and their constellation blazed out with greater brightness, and a far more vigorous influence, some time after it was blown over. An attempt was at that time made (but without any idea of proscription) to break their corps, to discountenance their doctrines, to revive connexions of a different kind, to restore the principles and policy of the Whigs, to reanimate the cause of liberty by ministerial countenance; and then for the first time were men seen attached in office to every principle they had maintained in opposition. No one will doubt, that such men were abhorred and violently opposed by the court faction, and that such a system could have but a short duration.

It may appear somewhat affected, that in so much discourse upon this extraordinary party, I should say so little of the Earl of Bute, who is the supposed head of it. But this was neither owing to affectation nor inadvertence. I have carefully avoided the introduction of personal reflections of any kind. Much the greater part of the topics which have been used to blacken this nobleman are either unjust or frivolous. At best, they have a tendency to give the resentment of this bitter calamity a wrong direction, and to turn a publick

grievance into a mean, personal, or a dangerous national quarrel. Where there is a regular scheme of operations carried on, it is the system, and not any individual person who acts in it, that is truly dangerous. This system has not arisen solely from the ambition of Lord Bute; but from the circumstances which favoured it, and from an indifference to the constitution which had been for some time growing among our gentry. We should have been tried with it, if the Earl of Bute had never existed; and it will want neither a contriving head nor active members, when the Earl of Bute exists no longer. It is not, therefore, to rail at Lord Bute, but firmly to embody against this court party and its practices, which can afford us any prospect of relief in our present condition.

Another motive induces me to put the personal consideration of Lord Bute wholly out of the question. He communicates very little in a direct manner with the greater part of our men of business. This has never been his custom. It is enough for him that he surrounds them with his creatures. Several imagine, therefore, that they have a very good excuse for doing all the work of this faction, when they have no personal connexion with Lord Bute. But whoever becomes a party to an administration, composed of insulated individuals, without faith plighted, tie, or common principle; an administration constitutionally
impotent,

impotent, because supported by no party in the nation; he who contributes to destroy the connexions of men and their trust in one another, or in any sort to throw the dependence of publick counsels upon private will and favour, possibly may have nothing to do with the Earl of Bute. It matters little whether he be the friend or the enemy of that particular person. But let him be who or what he will, he abets a faction that is driving hard to the ruin of his country. He is sapping the foundation of its liberty, disturbing the sources of its domestick tranquillity, weakening its government over its dependencies, degrading it from all its importance in the system of Europe.

It is this unnatural infusion of a *system of favouritism* into a government which in a great part of its constitution is popular, that has raised the present ferment in the nation. The people, without entering deeply into its principles, could plainly perceive its effects, in much violence, in a great spirit of innovation, and a general disorder in all the functions of government. I keep my eye solely on this system; if I speak of those measures which have arisen from it, it will be so far only as they illustrate the general scheme. This is the fountain of all those bitter waters of which, through an hundred different conduits, we have drunk until we are ready to burst. The discretionary power of the crown in the formation of ministry, abused by bad

or weak men, has given rise to a system, which, without directly violating the letter of any law, operates against the spirit of the whole constitution. A plan of favouritism for our executory government is essentially at variance with the plan of our legislature. [One great end undoubtedly of a mixed government like ours, composed of monarchy, and of controuls, on the part of the higher people and the lower, is that the prince shall not be able to violate the laws. This is useful indeed and fundamental. But this, even at first view, is no more than a negative advantage; an armour merely defensive. It is therefore next in order, and equal in importance, *that the discretionary powers which are necessarily vested in the monarch, whether for the execution of the laws, or for the nomination to magistracy and office, or for conducting the affairs of peace and war, or for ordering the revenue, should all be exercised upon publick principles and national grounds, and not on the likings or prejudices, the intrigues or policies, of a court.* This, I said, is equal in importance to the securing a government according to law. The laws reach but a very little way. ...Constitute government how you please, infinitely the greater part of it must depend upon the exercise of the powers which are left at large to the prudence and uprightness of ministers of state. Even all the use and potency of the laws depends
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upon them. Without them, your commonwealth is no better than a scheme upon paper; and not a living, active, effective constitution. It is possible that through negligence, or ignorance, or design artfully conducted, ministers may suffer one part of government to languish, another to be perverted from its purposes, and every valuable interest of the country to fall into ruin and decay, without possibility of fixing any single act on which a criminal prosecution can be justly grounded. The due arrangement of men in the active part of the state, far from being foreign to the purposes of a wise government, ought to be among its very first and dearest objects. When, therefore, the abettors of the new system tell us, that between them and their opposers there is nothing but a struggle for power, and that therefore we are no ways concerned in it; we must tell those who have the impudence to insult us in this manner, that, of all things, we ought to be the most concerned who and what sort of men they are that hold the trust of every thing that is dear to us. Nothing can render this a point of indifference to the nation, but what must either render us totally desperate, or sooth us into the security of idiots. We must soften into a credulity below the milkiness of infancy to think all men virtuous. We must be tainted with a malignity truly diabolical, to believe all the world to be equally wicked and corrupt.

Men are in publick life as in private, some good, some evil. The elevation of the one, and the depression of the other, are the first objects of all true policy. But that form of government, which, neither in its direct institutions, nor in their immediate tendency, has contrived to throw its affairs into the most trust-worthy hands, but has left its whole executory system to be disposed of agreeably to the uncontrouled pleasure of any one man, however excellent or virtuous, is a plan of polity defective not only in that member, but consequentially erroneous in every part of it.

In arbitrary governments, the constitution of the ministry follows the constitution of the legislature. Both the law and the magistrate are the creatures of will. It must be so. Nothing, indeed, will appear more certain, on any tolerable consideration of this matter, than that *every sort of government ought to have its administration correspondent to its legislature*. If it should be otherwise, things must fall into an hideous disorder. The people of a free commonwealth, who have taken such care that their laws should be the result of general consent, cannot be so senseless as to suffer their executory system to be composed of persons on whom they have no dependence, and whom no proofs of the publick love and confidence have recommended to those powers, upon the use of which the very being of the state depends.

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The popular election of magistrates, and popular disposition of rewards and honours, is one of the first advantages of a free state. Without it, or something equivalent to it, perhaps the people cannot long enjoy the substance of freedom; certainly none of the vivifying energy of good government. The frame of our commonwealth did not admit of such an actual election: but it provided as well, and (while the spirit of the constitution is preserved) better for all the effects of it than by the method of suffrage in any democratick state whatsoever. It had always, until of late, been held the first duty of Parliament *to refuse to support Government, until power was in the hands of persons who were acceptable to the people, or while factions predominated in the Court of which the nation had no confidence.* Thus all the good effects of popular election were supposed to be secured to us, without the mischiefs attending on perpetual intrigue, and a distinct canvas for every particular office throughout the body of the people. This was the most noble and refined part of our constitution. The people, by their representatives and grândees, were intrusted with a deliberative power in making laws; the king with the controul of his negative. The king was intrusted with the deliberative choice and the election to office; the people had the negative in a parliamentary refusal to support. Formerly this

power of controul was what kept ministers in awe of parliaments, and parliaments in reverence with the people. If the use of this power of controul on the system and persons of administration is gone, ever thing is lost, parliament and all. We may assure ourselves, that if parliament will tamely see evil men take possession of all the strong holds of their country, and allow them time and means to fortify themselves, under a pretence of giving them a fair trial, and upon a hope of discovering, whether they will not be reformed by power, and whether their measures will not be better than their morals; such a parliament will give countenance to their measures also, whatever that parliament may pretend, and whatever those measures may be.

Every good political institution must have a preventive operation as well as a remedial. It ought to have a natural tendency to exclude bad men from government, and not to trust for the safety of the state to subsequent punishment alone: punishment, which has ever been tardy and uncertain; and which, when power is suffered in bad hands, may chance to fall rather on the injured than the criminal.

Before men are put forward into the great trusts of the state, they ought by their conduct to have obtained such a degree of estimation in their country, as may be some sort of pledge and security to

to the publick, that they will not abuse those trusts. It is no mean security for a proper use of power, that a man has shewn by the general tenour of his actions, that the affection, the good opinion, the confidence of his fellow citizens have been among the principal objects of his life ; and that he has owed none of the degradations of his power or fortune to a settled contempt, or occasional forfeiture of their esteem.

That man who before he comes into power has no friends, or who coming into power is obliged to desert his friends, or who losing it has no friends to sympathize with him ; he who has no sway among any part of the landed or commercial interest, but whose whole importance has begun with his office, and is sure to end with it ; is a person who ought never to be suffered by a controuling parliament to continue in any of those situations which confer the lead and direction of all our publick affairs ; because such a man *has no connexion with the interest of the people.*

Those knots or cabals of men who have got together, avowedly without any publick principle, in order to sell their conjunct iniquity at the higher rate, and are therefore universally odious, ought never to be suffered to domineer in the state ; because they have *no connexion with the sentiments and opinions of the people.*

These are considerations which in my opinion enforce

enforce the necessity of having some better reason, in a free country, and a free parliament, for supporting the ministers of the crown, than that short one, *That the king has thought proper to appoint them.* There is something very courtly in this. But it is a principle pregnant with all sorts of mischief, in a constitution like ours, to turn the views of active men from the country to the court. Whatever be the road to power, that is the road which will be trod. If the opinion of the country be of no use as a means of power or consideration, the qualities which usually procure that opinion will be no longer cultivated. And whether it will be right, in a state so popular in its constitution as ours, to leave ambition without popular motives, and to trust all to the operation of pure virtue in the minds of kings, and ministers, and publick men, must be submitted to the judgment and good sense of the people of England.

Cunning men are here apt to break in, and, without directly controverting the principle, to raise objections from the difficulty under which the sovereign labours, to distinguish the genuine voice and sentiments of his people, from the clamour of a faction, by which it is so easily counterfeited. The nation, they say, is generally divided into parties, with views and passions utterly irreconcilable. If the king should put his affairs into the hands of any one of them, he is sure to
disgust

disgust the rest; if he select particular men from among them all, it is a hazard that he disgusts them all. Those who are left out, however divided before, will soon run into a body of opposition; which, being a collection of many discontents into one focus, will without doubt be hot and violent enough. Faction will make its cries resound through the nation, as if the whole were in an uproar, when by far the majority, and much the better part, will seem for a while as it were annihilated by the quiet in which their virtue and moderation incline them to enjoy the blessings of government. Besides that the opinion of the mere vulgar is a miserable rule even with regard to themselves, on account of their violence and instability. So that if you were to gratify them in their humour to-day, that very gratification would be a ground of their dissatisfaction on the next. Now as all these rules of publick opinion are to be collected with great difficulty, and to be applied with equal uncertainty as to the effect, what better can a king of England do, than to employ such men as he finds to have views and inclinations most conformable to his own; who are least infected with pride and self-will; and who are least moved by such popular humours as are perpetually traversing his designs, and disturbing his service; trusting that, when he means no ill to his people, he will be supported in his appointments, whether

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he chooses to keep or to change, as his private judgment or his pleasure leads him. He will find a sure resource in the real weight and influence of the crown, when it is not suffered to become an instrument in the hands of a faction.

I will not pretend to say that there is nothing at all in this mode of reasoning; because I will not assert that there is no difficulty in the art of government. Undoubtedly the very best administration must encounter a great deal of opposition; and the very worst will find more support than it deserves. Sufficient appearances will never be wanting to those who have a mind to deceive themselves. It is a fallacy in constant use with those who would level all things, and confound right with wrong, to insist upon the inconveniencies which are attached to every choice, without taking into consideration the different weight and consequence of those inconveniencies. The question is not concerning *absolute* discontent or *perfect* satisfaction in government; neither of which can be pure and unmixed at any time, or upon any system. The controversy is about that degree of good-humour in the people, which may possibly be attained, and ought certainly to be looked for. While some politicians may be waiting to know whether the sense of every individual be against them, accurately distinguishing the vulgar from the better sort, drawing lines between the enterprises
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of a faction and the efforts of a people, they may chance to see the government, which they are so nicely weighing and dividing, and distinguishing, tumble to the ground in the midst of their wise deliberation. Prudent men, when so great an object as the security of government, or even its peace, is at stake, will not run the risk of a decision which may be fatal to it. They who can read the political sky will see a hurricane in a cloud no bigger than a hand at the very edge of the horizon, and will run into the first harbour. No lines can be laid down for civil or political wisdom. They are a matter incapable of exact definition. But, though no man can draw a stroke between the confines of day and night, yet light and darkness are upon the whole tolerably distinguishable. Nor will it be impossible for a prince to find out such a mode of government, and such persons to administer it, as will give a great degree of content to his people; without any curious and anxious research for that abstract, universal, perfect harmony, which while he is seeking, he abandons those means of ordinary tranquillity which are in his power without any research at all.

It is not more the duty than it is the interest of a prince, to aim at giving tranquillity to his government. But those who advise him may have an interest in disorder and confusion. If the opinion of the people is against them, they will naturally

naturally wish that it should have no prevalence. Here it is that the people must on their part shew themselves sensible of their own value. Their whole importance, in the first instance, and afterwards their whole freedom, is at stake. Their freedom cannot long survive their importance. Here it is that the natural strength of the kingdom the great peers, the leading landed gentlemen, the opulent merchants and manufacturers, the substantial yeomanry, must interpose, to rescue their prince, themselves, and their posterity.

We are at present at issue upon this point. We are in the great crisis of this contention; and the part which men take, one way or other, will serve to discriminate their characters and their principles. Until the matter is decided, the country will remain in its present confusion. For while a system of administration is attempted, entirely repugnant to the genius of the people, and not conformable to the plan of their government, every thing must necessarily be disordered for a time, until this system destroys the constitution, or the constitution gets the better of this system.

There is, in my opinion, a peculiar venom and malignity in this political distemper beyond any that I have heard or read of. In former times the projectors of arbitrary government attacked only the liberties of their country; a design surely mischievous enough to have satisfied a mind of the
most

most unruly ambition. But a system unfavourable to freedom may be so formed, as considerably to exalt the grandeur of the state; and men may find, in the pride and splendour of that prosperity, some sort of consolation for the loss of their solid privileges. Indeed the increase of the power of the state has often been urged by artful men, as a pretext for some abridgement of the publick liberty. But the scheme of the junto under consideration, not only strikes a palsy into every nerve of our free constitution, but in the same degree benumbs and stupifies the whole executive power: rendering government in all its grand operations languid, uncertain, ineffective; making ministers fearful of attempting, and incapable of executing, any useful plan of domestick arrangement, or of foreign politics. It tends to produce neither the security of a free government, nor the energy of a monarchy that is absolute. Accordingly the crown has dwindled away, in proportion to the unnatural and turgid growth of this excrescence on the court.

The interiour ministry are sensible, that war is a situation which sets in its full light the value of the hearts of a people; and they well know, that the beginning of the importance of the people must be the end of theirs. For this reason they discover upon all occasions the utmost fear of every thing, which by possibility may lead to such an event. I do not mean that they manifest any of that

that pious fear which is backward to commit the safety of the country to the dubious experiment of war. Such a fear, being the tender sensation of virtue, excited, as it is regulated, by reason, frequently shews itself in a seasonable boldness, which keeps danger at a distance, by seeming to despise it. Their fear betrays to the first glance of the eye, its true cause, and its real object. Foreign powers, confident in the knowledge of their character, have not scrupled to violate the most solemn treaties; and, in defiance of them, to make conquests in the midst of a general peace, and in the heart of Europe. Such was the conquest of Corsica, by the professed enemies of the freedom of mankind, in defiance of those who were formerly its professed defenders. We have had just claims upon the same powers: rights which ought to have been sacred to them as well as to us, as they had their origin in our lenity and generosity towards France and Spain in the day of their great humiliation. Such I call the ransom of Manilla, and the demand on France for the East India prisoners. But these powers put a just confidence in their resource of the *double cabinet*. These demands (one of them at least) are hastening fast towards an acquittal by prescription. Oblivion begins to spread her cobwebs over all our spirited remonstrances. Some of the most valuable branches of our trade are also on the point of perishing from

from the same cause: I do not mean those branches which bear without the hand of the vine-dresser; I mean those which the policy of treaties had formerly secured to us; I mean to mark and distinguish the trade of Portugal, the loss of which, and the power of the cabal, have one and the same æra.

If, by any chance, the ministers who stand before the curtain possess or affect any spirit, it makes little or no impression. Foreign courts and ministers, who were among the first to discover and to profit by this invention of the *double cabinet*, attend very little to their remonstrances. They know that those shadows of ministers have nothing to do in the ultimate disposal of things. Jealousies and animosities are sedulously nourished in the outward administration, and have been even considered as a *causa sine qua non* in its constitution: thence foreign courts have a certainty, that nothing can be done by common counsel in this nation. If one of those ministers officially takes up a business with spirit, it serves only the better to signalize the meanness of the rest, and the discord of them all. His colleagues in office are in haste to shake him off, and to disclaim the whole of his proceedings. Of this nature was that astonishing transaction, in which Lord Rochford, our ambassador at Paris, remonstrated against the attempt upon Corsica, in consequence of a direct authority

from Lord Shelburne. This remonstrance the French minister treated with the contempt that was natural : as he was assured, from the ambassador of his court to ours, that these orders of Lord Shelburne were not supported by the rest of the (I had like to have said British) administration. Lord Rochford, a man of spirit, could not endure this situation. The consequences were, however, curious. He returns from Paris, and comes home full of anger. Lord Shelburne, who gave the orders, is obliged to give up the seals. Lord Rochford, who obeyed these orders, receives them. He goes, however, into another department of the same office, that he might not be obliged officially to acquiesce, in one situation, under what he had officially remonstrated against, in another. At Paris, the Duke of Choiseul considered this office arrangement as a compliment to him : here it was spoken of as an attention to the delicacy of Lord Rochford. But whether the compliment was to one or both, to this nation it was the same. By this transaction the condition of our court lay exposed in all its nakedness. Our office correspondence has lost all pretence to authenticity : British policy is brought into derision in those nations, that a while ago trembled at the power of our arms, whilst they looked up with confidence to the equity, firmness, and candour, which shone in all
our

our negotiations. I represent this matter exactly in the light in which it has been universally received.

Such has been the aspect of our foreign politicks, under the influence of a *double cabinet*. With such an arrangement at court, it is impossible it should have been otherwise. Nor is it possible that this scheme should have a better effect upon the government of our dependencies, the first, the dearest, and most delicate objects, of the interior policy of this empire. The colonies know, that administration is separated from the court, divided within itself, and detested by the nation. The *double cabinet* has, in both the parts of it, shewn the most malignant dispositions towards them, without being able to do them the smallest mischief.

They are convinced, by sufficient experience, that no plan, either of lenity or rigour, can be pursued with uniformity and perseverance. Therefore they turn their eyes entirely from Great Britain, where they have neither dependence on friendship, nor apprehension from enmity. They look to themselves, and their own arrangements. They grow every day into alienation from this country; and whilst they are becoming disconnected with our government, we have not the consolation to find, that they are even friendly in their new independence. Nothing can equal the futility, the weakness, the rashness, the timidity,

the perpetual contradiction in the management of our affairs in that part of the world. A volume might be written on this melancholy subject; but it were better to leave it entirely to the reflections of the reader himself, than not to treat it in the extent it deserves.

In what manner our domestick economy is affected by this system, it is needless to explain. It is the perpetual subject of their own complaints.

The court party resolve the whole into faction. Having said something before upon this subject, I shall only observe here, that, when they give this account of the prevalence of faction, they present no very favourable aspect of the confidence of the people in their own government. They may be assured, that however they amuse themselves with a variety of projects for substituting something else in the place of that great and only foundation of government, the confidence of the people, every attempt will but make their condition worse. When men imagine that their food is only a cover for poison, and when they neither love nor trust the hand that serves it, it is not the name of the roast beef of Old England, that will persuade them to sit down to the table that is spread for them. When the people conceive that laws, and tribunals, and even popular assemblies, are perverted from the ends of their institution, they find in those names of degenerated establishments only new motives

motives to discontent. Those bodies, which, when full of life and beauty, lay in their arms, and were their joy and comfort, when dead and putrid, become but the more loathsome from remembrance of former endearments. A sullen gloom and furious disorder prevail by fits: the nation loses its relish for peace and prosperity; as it did in that season of fullness which opened our troubles in the time of Charles the First. A species of men to whom a state of order would become a sentence of obscurity are nourished into a dangerous magnitude by the heat of intestine disturbances; and it is no wonder that, by a sort of sinister piety, they cherish, in their turn, the disorders which are the parents of all their consequence. Superficial observers consider such persons as the cause of the publick uneasiness, when, in truth, they are nothing more than the effect of it. Good men look upon this distracted scene with sorrow and indignation. Their hands are tied behind them. They are despoiled of all the power which might enable them to reconcile the strength of government with the rights of the people. They stand in a most distressing alternative. But in the election among evils they hope better things from temporary confusion, than from established servitude. In the mean time, the voice of law is not to be heard. Fierce licentiousness begets violent restraints. The military arm is the sole reliance; and then, call

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your constitution what you please; it is the sword that governs. The civil power, like every other that calls in the aid of an ally stronger than itself, perishes by the assistance it receives. But the contrivers of this scheme of government will not trust solely to the military power; because they are cunning men. Their restless and crooked spirit drives them to rake in the dirt of every kind of expedient. Unable to rule the multitude, they endeavour to raise divisions amongst them. One mob is hired to destroy another; a procedure which at once encourages the boldness of the populace, and justly encreases their discontent. Men become pensioners of state on account of their abilities in the array of riot, and the discipline of confusion. Government is put under the disgraceful necessity of protecting from the severity of the laws that very licentiousness, which the laws had been before violated to repress. Every thing partakes of the original disorder. Anarchy predominates without freedom, and servitude without submission or subordination. These are the consequences inevitable to our publick peace, from the scheme of rendering the executory government at once odious and feeble; of freeing administration from the constitutional and salutary controul of parliament, and inventing for it a *new controul*; unknown to the constitution, an *interiour cabinet*; which brings the whole body of government into confusion and contempt.

After

After having stated, as shortly as I am able, the effects of this system on our foreign affairs, on the policy of our government with regard to our dependencies, and on the interior economy of the commonwealth; there remains only, in this part of my design, to say something of the grand principle which first recommended this system at court. The pretence was, to prevent the king from being enslaved by a faction, and made a prisoner in his closet. This scheme might have been expected to answer at least its own end, and to indemnify the king, in his personal capacity, for all the confusion into which it has thrown his government. But has it in reality answered this purpose? I am sure, if it had, every affectionate subject would have one motive for enduring with patience all the evils which attend it.

In order to come at the truth of this matter, it may not be amiss to consider it somewhat in detail. I speak here of the king, and not of the crown, the interests of which we have already touched. Independent of that greatness which a king possesses merely by being a representative of the national dignity, the things in which he may have an individual interest seem to be these;—wealth accumulated; wealth spent in magnificence; pleasure, or beneficence; personal respect and attention; and, above all, private ease and repose of mind. These compose the inventory of prosperous

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circumstances.

circumstances, whether they regard a prince or a subject; their enjoyments differing only in the scale upon which they are formed.

Suppose then we were to ask, whether the king has been richer than his predecessors in accumulated wealth, since the establishment of the plan of favouritism? I believe it will be found that the picture of royal indigence, which our court has presented until this year, has been truly humiliating. Nor has it been relieved from this unseemly distress, but by means which have hazarded the affection of the people, and shaken their confidence in parliament. If the publick treasures have been exhausted in magnificence and splendour, this distress would have been accounted for, and in some measure justified. Nothing would be more unworthy of this nation, than with a mean and mechanical rule, to mete out the splendour of the crown. Indeed I have found very few persons disposed to so ungenerous a procedure. But the generality of people, it must be confessed, do feel a good deal mortified, when they compare the wants of the court with its expences. They do not behold the cause of this distress in any part of the apparatus of royal magnificence. In all this, they see nothing but the operations of parsimony, attended with all the consequences of profusion. Nothing expended, nothing saved. Their wonder is increased by their knowledge, that besides the
revenue

revenue settled on his majesty's civil list to the amount of 800,000*l.* a year, he has a farther aid from a large pension list, near 90,000*l.* a year, in Ireland; from the produce of the dutchy of Lancaster (which we are told has been greatly improved); from the revenue of the dutchy of Cornwall; from the American quit-rents; from the four and a half *per cent.* duty in the Leeward Islands; this last worth to be sure considerably more than 40,000*l.* a year. The whole is certainly not much short of a million annually.

These are revenues within the knowledge and cognizance of our national councils. We have no direct right to examine into the receipts from his majesty's German dominions, and the bishoprick of Osnaburg. This is unquestionably true. But that which is not within the province of parliament, is yet within the sphere of every man's own reflection. If a foreign prince resided amongst us, the state of his revenues could not fail of becoming the subject of our speculation. Filled with an anxious concern for whatever regards the welfare of our sovereign, it is impossible, in considering the miserable circumstances into which he has been brought, that this obvious topick should be entirely passed over. There is an opinion universal, that these revenues produce something not inconsiderable, clear of all charges and establishments. This produce the people do not believe to be
hoarded,

hoarded, nor perceive to be spent. It is accounted for in the only manner it can, by supposing that it is drawn away, for the support of that court faction, which, whilst it distresses the nation, impoverishes the prince in every one of his resources. I once more caution the reader, that I do not urge this consideration concerning the foreign revenue, as if I supposed we had a direct right to examine into the expenditure of any part of it; but solely for the purpose of shewing how little this system of favouritism has been advantageous to the monarch himself; which, without magnificence, has sunk him into a state of unnatural poverty; at the same time that he possessed every means of affluence, from ample revenues, both in this country, and in other parts of his dominions.

Has this system provided better for the treatment becoming his high and sacred character, and secured the king from those disgusts attached to the necessity of employing men who are not personally agreeable? This is a topick upon which for many reasons I could wish to be silent; but the pretence of securing against such causes of uneasiness, is the corner-stone of the court-party. It has however so happened, that if I were to fix upon any one point, in which this system has been more particularly and shamefully blamable, the effects which it has produced would justify me in choosing for that point its tendency to degrade the personal dignity of

of the sovereign, and to expose him to a thousand contradictions and mortifications. It is but too evident in what manner these projectors of royal greatness have fulfilled all their magnificent promises. Without recapitulating all the circumstances of the reign, every one of which is, more or less, a melancholy proof of the truth of what I have advanced, let us consider the language of the court but a few years ago, concerning most of the persons now in the external administration: let me ask, whether any enemy to the personal feelings of the sovereign could possibly contrive a keener instrument of mortification, and degradation of all dignity, than almost every part and member of the present arrangement? Nor, in the whole course of our history, has any compliance with the will of the people ever been known to extort from any prince a greater contradiction to all his own declared affections and dislikes, than that which is now adopted, in direct opposition to every thing the people approve and desire.

An opinion prevails, that greatness has been more than once advised to submit to certain condescensions towards individuals, which have been denied to the entreaties of a nation. For the meanest and most dependent instrument of this system knows, that there are hours when its existence may depend upon his adherence to it; and he takes his advantage accordingly. Indeed it is a law

law of nature, that whoever is necessary to what we have made our object is sure, in some way, or in some time or other, to become our master. All this however is submitted to, in order to avoid that monstrous evil of governing in concurrence with the opinion of the people. For it seems to be laid down as a maxim, that a king has some sort of interest in giving uneasiness to his subjects: that all who are pleasing to them, are to be of course disagreeable to him: that as soon as the persons who are odious at court are known to be odious to the people, it is snatched at as a lucky occasion of showering down upon them all kinds of emoluments and honours. None are considered as well-wishers to the crown, but those who advised to some unpopular course of action; none capable of serving it, but those who are obliged to call at every instant upon all its power for the safety of their lives. None are supposed to be fit priests in the temple of government, but the persons who are compelled to fly into it for sanctuary. Such is the effect of this refined project; such is ever the result of all the contrivances, which are used to free men from the servitude of their reason, and from the necessity of ordering their affairs according to their evident interests. These contrivances oblige them to run into a real and ruinous servitude, in order to avoid a supposed restraint, that might be attended with advantage.

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If therefore this system has so ill answered its own grand pretence of saving the king from the necessity of employing persons disagreeable to him, has it given more peace and tranquillity to his majesty's private hours? No, most certainly. The father of his people cannot possibly enjoy repose, while his family is in such a state of distraction. Then what has the crown or the king profited by all this fine-wrought scheme? Is he more rich, or more splendid, or more powerful, or more at his ease, by so many labours and contrivances? Have they not beggared his exchequer, tarnished the splendour of his court, sunk his dignity, galled his feelings, discomposed the whole order and happiness of his private life?

It will be very hard, 'I believe, to state in what respect the king has profited by that faction which presumptuously choose to call themselves *his friends*.

If particular men had grown into an attachment, by the distinguished honour of the society of their sovereign; and, by being the partakers of his amusements, came sometimes to prefer the gratification of his personal inclinations to the support of his high character, the thing would be very natural, and it would be excusable enough. But the pleasant part of the story is, that these *king's friends* have no more ground for usurping such a title, than a resident freeholder in Cumberland or in Cornwall. They are only known to their
sovereign

sovereign by kissing his hand, for the offices, pensions, and grants, into which they have deceived his benignity. May no storm ever come, which will put the firmness of their attachment to the proof; and which, in the midst of confusions, and terrours, and sufferings, may demonstrate the eternal difference between a true and severe friend to the monarchy, and a slippery sycophant to the court! *Quantum infido scurræ distabit amicus.*

So far I have considered the effect of the court system, chiefly as it operates upon the executive government, on the temper of the people, and on the happiness of the sovereign. It remains that we should consider, with a little attention, its operation upon parliament.

Parliament was indeed the great object of all these politicks, the end at which they aimed, as well as the instrument by which they were to operate. But, before parliament could be made subservient to a system, by which it was to be degraded from the dignity of a national council into a mere member of the court, it must be greatly changed from its original character.

In speaking of this body, I have my eye chiefly on the house of commons. I hope I shall be indulged in a few observations on the nature and character of that assembly; not with regard to its *legal form and power*, but to its *spirit*, and to the purposes it is meant to answer in the constitution.

The house of commons was supposed originally to be *no part of the standing government of this country*. It was considered as a *controul*, issuing *immediately* from the people, and speedily to be resolved into the mass from whence it arose. In this respect it was in the higher part of government what juries are in the lower. The capacity of a magistrate being transitory, and that of a citizen permanent, the latter capacity it was hoped would of course preponderate in all discussions, not only between the people and the standing authority of the crown, but between the people and the fleeting authority of the house of commons itself. It was hoped that, being of a middle nature between subject and government, they would feel with a more tender and a nearer interest every thing that concerned the people, than the other remoter and more permanent parts of legislature.

Whatever alterations time and the necessary accommodation of business may have introduced, this character can never be sustained, unless the house of commons shall be made to bear some stamp of the actual disposition of the people at large. It would (among publick misfortunes) be an evil more natural and tolerable, that the house of commons should be infected with every epidemical phrensy of the people, as this would indicate some consanguinity, some sympathy of nature with their constituents, than that they should in all cases be wholly

wholly untouched by the opinions and feelings of the people out of doors. By this want of sympathy they would cease to be a house of commons. For it is not the derivation of the power of that house from the people, which makes it in a distinct sense their representative. The king is the representative of the people ; so are the lords ; so are the judges. They all are trustees for the people, as well as the commons ; because no power is given for the sole sake of the holder ; and although government certainly is an institution of divine authority, yet its forms, and the persons who administer it, all originate from the people.

A popular origin cannot therefore be the characteristic distinction of a popular representative. This belongs equally to all parts of government, and in all forms. The virtue, spirit, and essence of a house of commons consists in its being the express image of the feelings of the nation. It was not instituted to be a controul *upon* the people, as of late it has been taught, by a doctrine of the most pernicious tendency. It was designed as a controul *for* the people. Other institutions have been formed for the purpose of checking popular excesses ; and they are, I apprehend, fully adequate to their object. If not, they ought to be made so. The house of commons, as it was never intended for the support of peace and subordination, is miserably appointed for that service ; having no stronger

stronger weapon than its mace, and no better officer than its serjeant at arms, which it can command of its own proper authority. A vigilant and jealous eye over executory and judicial magistracy; an anxious care of publick money, an openness, approaching towards facility, to publick complaint: these seem to be the true characteristicks of a house of commons. But an addressing house of commons, and a petitioning nation; a house of commons full of confidence, when the nation is plunged in despair; in the utmost harmony with ministers, whom the people regard with the utmost abhorrence; who vote thanks, when the publick opinion calls upon them for impeachments; who are eager to grant, when the general voice demands account; who, in all disputes between the people and administration, presume against the people; who punish their disorders, but refuse even to inquire into the provocations to them; this is an unnatural, a monstrous state of things in this constitution. Such an assembly may be a great, wise, awful senate; but it is not, to any popular purpose, a house of commons. This change from an immediate state of procuration and delegation to a course of acting as from original power, is the way in which all the popular magistracies in the world have been perverted from their purposes. It is indeed their greatest and sometimes their incurable corruption. For there is a material

distinction between that corruption by which particular points are carried against reason, (this is a thing which cannot be prevented by human wisdom, and is of less consequence) and the corruption of the principle itself. For then the evil is not accidental, but settled. The distemper becomes the natural habit.

For my part, I shall be compelled to conclude the principle of parliament to be totally corrupted, and therefore its ends entirely defeated, when I see two symptoms: first, a rule of indiscriminate support to all ministers; because this destroys the very end of parliament as a controul, and is a general, previous sanction to misgovernment; and secondly, the setting up any claims adverse to the right of free election; for this tends to subvert the legal authority by which the house of commons sits.

I know that, since the Revolution, along with many dangerous, many useful powers of government have been weakened. It is absolutely necessary to have frequent recourse to the legislature. Parliaments must therefore sit every year, and for great part of the year. The dreadful disorders of frequent elections have also necessitated a septennial instead of a triennial duration. These circumstances, I mean the constant habit of authority, and the unfrequency of elections, have tended very much to draw the house of commons towards the
character

character of a standing senate. It is a disorder which has arisen from the cure of greater disorders ; it has arisen from the extreme difficulty of reconciling liberty under a monarchical government, with external strength and with internal tranquillity.

It is very clear that we cannot free ourselves entirely from this great inconvenience ; but I would not increase an evil, because I was not able to remove it ; and because it was not in my power to keep the house of commons religiously true to its first principles, I would not argue for carrying it to a total oblivion of them. This has been the great scheme of power in our time. They, who will not conform their conduct to the publick good, and cannot support it by the prerogative of the crown, have adopted a new plan. They have totally abandoned the shattered and old-fashioned fortress of prerogative, and made a lodgement in the strong hold of parliament itself. If they have any evil design to which there is no ordinary legal power commensurate, they bring it into parliament. In parliament the whole is executed from the beginning to the end. In parliament the power of obtaining their object is absolute ; and the safety in the proceeding perfect : no rules to confine, no after-reckonings to terrify. Parliament cannot, with any great propriety, punish others for things in which they themselves have been accomplices.

Thus the controul of parliament upon the executory power is lost ; because parliament is made to partake in every considerable act of government. *Impeachment, that great guardian of the purity of the constitution, is in danger of being lost, even to the idea of it.*

By this plan several important ends are answered to the cabal. If the authority of parliament supports itself, the credit of every act of government, which they contrive, is saved : but if the act be so very odious that the whole strength of parliament is insufficient to recommend it, then parliament is itself discredited ; and this discredit increases more and more that indifference to the constitution, which it is the constant aim of its enemies, by their abuse of parliamentary powers, to render general among the people. Whenever parliament is persuaded to assume the offices of executive government, it will lose all the confidence, love, and veneration, which it has ever enjoyed whilst it was supposed the *corrective and controul* of the acting powers of the state. This would be the event, though its conduct in such a perversion of its functions should be tolerably just and moderate ; but if it should be iniquitous, violent, full of passion, and full of faction, it would be considered as the most intolerable of all the modes of tyranny.

For a considerable time this separation of the representatives

representatives from their constituents went on with a silent progress; and had those, who conducted the plan for their total separation, been persons of temper and abilities any way equal to the magnitude of their design, the success would have been infallible: but by their precipitancy they have laid it open in all its nakedness; the nation is alarmed at it: and the event may not be pleasant to the contrivers of the scheme. In the last session, the corps called the *king's friends* made a hardy attempt, all at once, *to alter the right of election itself*; to put it into the power of the house of commons to disable any person disagreeable to them from sitting in parliament, without any other rule than their own pleasure; to make incapacities, either general for descriptions of men, or particular for individuals; and to take into their body, persons who avowedly had never been chosen by the majority of legal electors, nor agreeably to any known rule of law.

The arguments upon which this claim was founded and combated, are not my business here. Never has a subject been more amply and more learnedly handled, nor upon one side, in my opinion, more satisfactorily; they who are not convinced by what is already written would not receive conviction *though one arose from the dead*.

I too have thought on this subject: but my purpose here, is only to consider it as a part of

the favourite project of government ; to observe on the motives which led to it ; and to trace its political consequences.

A violent rage for the punishment of Mr. Wilkes was the pretence of the whole. This gentleman, by setting himself strongly in opposition to the court cabal, had become at once an object of their persecution, and of the popular favour. The hatred of the court party pursuing, and the countenance of the people protecting him, it very soon became not at all a question on the man, but a trial of strength between the two parties. The advantage of the victory in this particular contest was the present, but not the only, nor by any means the principal, object. Its operation upon the character of the house of commons was the great point in view. The point to be gained by the cabal was this ; that a precedent should be established, tending to shew, *That the favour of the people was not so sure a road as the favour of the court even to popular honours and popular trusts.* A strenuous resistance to every appearance of lawless power ; a spirit of independence carried to some degree of enthusiasm ; an inquisitive character to discover, and a bold one to display, every corruption and every error of government ; these are the qualities which recommend a man to a seat in the house of commons, in open and merely popular elections. An indolent and submissive disposition ; a dispo-

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sition to think charitably of all the actions of men in power, and to live in a mutual intercourse of favours with them ; an inclination rather to countenance a strong use of authority, than to bear any sort of licentiousness on the part of the people ; these are unfavourable qualities in an open election for members of parliament.

The instinct which carries the people towards the choice of the former, is justified by reason ; because a man of such a character, even in its exorbitances, does not directly contradict the purposes of a trust, the end of which is a controul on power. The latter character, even when it is not in its extreme, will execute this trust but very imperfectly ; and, if deviating to the least excess, will certainly frustrate instead of forwarding the purposes of a controul on government. But when the house of commons was to be new modelled, this principle was not only to be changed but reversed. Whilst any errors committed in support of power were left to the law, with every advantage of favourable construction, of mitigation, and finally of pardon ; all excesses on the side of liberty, or in pursuit of popular favour, or in defence of popular rights and privileges, were not only to be punished by the rigour of the known law, but by a *discretionary* proceeding, which brought on *the loss of the popular object itself*. Popularity was to be rendered, if not directly penal, at least highly dangerous.

The favour of the people might lead even to a disqualification of representing them. Their odium might become, strained through the medium of two or three constructions, the means of sitting as the trustee of all that was dear to them. This is punishing the offence in the offending part. Until this time, the opinion of the people, through the power of an assembly, still in some sort popular, led to the greatest honours and emoluments in the gift of the crown. Now the principle is reversed; and the favour of the court is the only sure way of obtaining and holding those honours which ought to be in the disposal of the people.

It signifies very little how this matter may be quibbled away. Example, the only argument of effect in civil life, demonstrates the truth of my proposition. Nothing can alter my opinion concerning the pernicious tendency of this example, until I see some man for his indiscretion in the support of power, for his violent and intemperate servility, rendered incapable of sitting in parliament. For as it now stands, the fault of overstraining popular qualities, and, irregularly if you please, asserting popular privileges, has led to disqualification; the opposite fault never has produced the slightest punishment. Resistance to power has shut the door of the house of commons to one man; obsequiousness and servility, to none.

Not that I would encourage popular disorder,

or

or any disorder. But I would leave such offences to the law, to be punished in measure and proportion. The laws of this country are for the most part constituted, and wisely so, for the general ends of government, rather than for the preservation of our particular liberties. Whatever therefore is done in support of liberty, by persons not in publick trust, or not acting merely in that trust, is liable to be more or less out of the ordinary course of the law; and the law itself is sufficient to animadvert upon it with great severity. Nothing indeed can hinder that severe letter from crushing us, except the temperaments it may receive from a trial by jury. But if the habit prevails of *going beyond the law*, and superseding this judicature, of carrying offences, real or supposed, into the legislative bodies, who shall establish themselves into *courts of criminal equity* (so *the star chamber* has been called by Lord Bacon), all the evils of the *star chamber* are revived. A large and liberal construction in ascertaining offences, and a discretionary power in punishing them, is the idea of *criminal equity*; which is in truth a monster in jurisprudence. It signifies nothing whether a court for this purpose be a committee of council or a house of commons, or a house of lords; the liberty of the subject will be equally subverted by it. The true end and purpose of that house of
parliament,

parliament, which entertains such a jurisdiction, will be destroyed by it.

I will not believe, what no other man living believes, that Mr. Wilkes was punished for the indecency of his publications, or the impiety of his ransacked closet. If he had fallen in a common slaughter of libellers and blasphemers, I could well believe that nothing more was meant than was pretended. But when I see, that, for years together, full as impious, and perhaps more dangerous writings to religion, and virtue, and order, have not been punished, nor their authors discountenanced; that the most audacious libels on royal majesty have passed without notice; that the most treasonable invectives against the laws, liberties, and constitution of the country, have not met with the slightest animadversion; I must consider this as a shocking and shameless pretence. Never did an envenomed scurrility against every thing sacred and civil, publick and private, rage through the kingdom with such a furious and unbridled licence. All this while the peace of the nation must be shaken, to ruin one libeller, and to tear from the populace a single favourite.

Nor is it that vice merely skulks in an obscure and contemptible impunity. Does not the publick behold with indignation, persons not only generally scandalous in their lives, but the identical persons

persons who, by their society, their instruction, their example, their encouragement, have drawn this man into the very faults which have furnished the cabal with a pretence for his persecution, loaded with every kind of favour, honour and distinction, which a court can bestow? Add but the crime of servility (the *foedum crimen servitutis*) to every other crime, and the whole mass is immediately transmuted into virtue, and becomes the just subject of reward and honour. When therefore I reflect upon this method pursued by the cabal in distributing rewards and punishments, I must conclude that Mr. Wilkes is the object of persecution, not on account of what he has done in common with others who are the objects of reward, but for that in which he differs from many of them: that he is pursued for the spirited dispositions which are blended with his vices; for his unconquerable firmness, for his resolute, indefatigable, strenuous resistance against oppression.

In this case, therefore, it was not the man that was to be punished, nor his faults that were to be discountenanced. Opposition to acts of power was to be marked by a kind of civil proscription. The popularity which should arise from such an opposition was to be shewn unable to protect it. The qualities by which court is made to the people, were to render every fault inexpiable, and every error irretrievable. The qualities by which court is made

made to power, were to cover and to sanctify every thing. He that will have a sure and honourable seat in the house of commons must take care how he adventures to cultivate popular qualities; otherwise he may remember the old maxim, *Breves et infaustos populi Romani amores*. If, therefore, a pursuit of popularity expose a man to greater dangers than a disposition to servility, the principle which is the life and soul of popular elections will perish out of the constitution.

It behoves the people of England to consider how the house of commons, under the operation of these examples, must of necessity be constituted. On the side of the court will be, all honours, offices, emoluments; every sort of personal gratification to avarice or vanity; and, what is of more moment to most gentlemen, the means of growing, by innumerable petty services to individuals, into a spreading interest in their country. On the other hand, let us suppose a person unconnected with the court, and in opposition to its system. For his own person, no office, or emolument, or title; no promotion ecclesiastical, or civil, or military, or naval, for children, or brothers, or kindred. In vain an expiring interest in a borough calls for offices, or small livings, for the children of mayors, and aldermen, and capital burgesses. His court rival has them all. He can do an infinite number of acts of generosity and kindness, and even of publick

publick spirit. He can procure indemnity from quarters. He can procure advantages in trade. He can get pardons for offences. He can obtain a thousand favours, and avert a thousand evils. He may, while he betrays every valuable interest of the kingdom, be a benefactor, a patron, a father, a guardian angel to his borough. The unfortunate independent member has nothing to offer, but harsh refusal, or pitiful excuse, or despondent representation of a hopeless interest. Except from his private fortune, in which he may be equalled, perhaps exceeded, by his court competitor, he has no way of shewing any one good quality, or of making a single friend. In the house, he votes for ever in a dispirited minority. If he speaks, the doors are locked. A body of loquacious place-men go out to tell the world that all he aims at is to get into office. If he has not the talent of elocution, which is the case of many as wise and knowing men as any in the house, he is liable to all these inconveniencies, without the eclat which attends upon any tolerably successful exertion of eloquence. Can we conceive a more discouraging post of duty than this? Strip it of the poor reward of popularity; suffer even the excesses committed in defence of the popular interest to become a ground for the majority of that house to form a disqualification out of the line of the law, and at their pleasure, attended not only with the

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loss of the franchise, but with every kind of personal disgrace.—If this shall happen, the people of this kingdom may be assured that they cannot be firmly or faithfully served by any man. It is out of the nature of men and things that they should ; and their presumption will be equal to their folly if they expect it. The power of the people, within the laws, must shew itself sufficient to protect every representative in the animated performance of his duty, or that duty cannot be performed. The house of commons can never be a controul on other parts of government, unless they are controuled themselves by their constituents ; and unless these constituents possess some right in the choice of that house, which it is not in the power of that house to take away. If they suffer this power of arbitrary incapacitation to stand, they have utterly perverted every other power of the house of commons. The late proceeding I will not say, *is* contrary to law ; it *must* be so ; for the power which is claimed cannot, by any possibility, be a legal power in any limited member of government.

The power which they claim, of declaring incapacities, would not be above the just claims of a final judicature, if they had not laid it down as a leading principle, that they had no rule in the exercise of this claim, but their own *discretion*. Not one of their abettors has ever undertaken to
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assign the principle of unfitness, the species or degree of delinquency, on which the house of commons will expel, nor the mode of proceeding upon it, nor the evidence upon which it is established. The direct consequence of which is, that the first franchise of an Englishman, and that on which all the rest vitally depend, is to be forfeited for some offence which no man knows, and which is to be proved by no known rule whatsoever of legal evidence. This is so anomalous to our whole constitution, that I will venture to say, the most trivial right, which the subject claims, never was, nor can be, forfeited in such a manner.

The whole of their usurpation is established upon this method of arguing. We do not *make* laws. No; we do not contend for this power. We only *declare* law; and, as we are a tribunal both competent and supreme, what we declare to be law becomes law, although it should not have been so before. Thus the circumstance of having no *appeal* from their jurisdiction is made to imply that they have no *rule* in the exercise of it: the judgment does not derive its validity from its conformity to the law; but preposterously the law is made to attend on the judgment; and the rule of the judgment is no other than the *occasional will of the house*. An arbitrary discretion leads, legality follows; which is just the very nature and description of a legislative act.

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This claim in their hands was no barren theory. It was pursued into its utmost consequences; and a dangerous principle has begot a correspondent practice. A systematick spirit has been shewn upon both sides. The electors of Middlesex chose a person whom the house of commons had voted incapable; and the house of commons has taken in a member whom the electors of Middlesex had not chosen. By a construction on that legislative power which had been assumed, they declared that the true legal sense of the country was contained in the minority, on that occasion; and might, on a resistance to a vote of incapacity, be contained in any minority.

When any construction of law goes against the spirit of the privilege it was meant to support, it is a vicious construction. It is material to us to be represented really and *bona fide*, and not in forms, in types, and shadows, and fictions of law. The right of election was not established merely as a *matter of form*, to satisfy some method and rule of technical reasoning; it was not a principle which might substitute a *Titius* or a *Maevius*, a *John Doe* or *Richard Roe*, in the place of a man specially chosen; not a principle which was just as well satisfied with one man as with another. It is a right, the effect of which is to give to the people that man, and *that man only*, whom, by their voices actually, not constructively given, they declare that
they

they know, esteem, love, and trust. This right is a matter within their own power of judging and feeling; not an *ens rationis* and creature of law: nor can those devices, by which any thing else is substituted in the place of such an actual choice, answer in the least degree the end of representation.

I know that the courts of law have made as strained constructions in other cases. Such is the construction in common recoveries. The method of construction which in that case gives to the persons in remainder, for their security and representative, the door-keeper, cryer, or sweeper of the court, or some other shadowy being without substance or effect, is a fiction of a very coarse texture. This was however suffered, by the acquiescence of the whole kingdom, for ages; because the evasion of the old statute of Westminster, which authorized perpetuities, had more sense and utility than the law which was evaded. But an attempt to turn the right of election into such a farce and mockery as a fictitious fine and recovery, will, I hope, have another fate; because the laws which give it are infinitely dear to us, and the evasion is infinitely contemptible.

The people indeed have been told, that this power of discretionary disqualification is vested in hands that they may trust, and who will be sure not to abuse it to their prejudice. Until I find something in this argument differing from that on

which every mode of despotism has been defended, I shall not be inclined to pay it any great compliment. The people are satisfied to trust themselves with the exercise of their own privileges, and do not desire this kind intervention of the house of commons to free them from the burthen. They are certainly in the right. They ought not to trust the house of commons with a power over their franchises : because the constitution, which placed two other co-ordinate powers to controul it, reposed no such confidence in that body. It were a folly well deserving servitude for its punishment, to be full of confidence where the laws are full of distrust ; and to give to a house of commons, arrogating to its sole resolution the most harsh and odious part of legislative authority, that degree of submission which is due only to the legislature itself.

When the house of commons, in an endeavour to obtain new advantages at the expence of the other orders of the state, for the benefit of the *commons at large*, have pursued strong measures ; if it were not just, it was at least natural, that the constituents should connive at all their proceedings ; because we were ourselves ultimately to profit. But when this submission is urged to us, in a contest between the representatives and ourselves, and where nothing can be put into their scale which is not taken from ours, they fancy us to be
children

children when they tell us they are our representatives, our own flesh and blood, and that all the stripes they give us are for our good. The very desire of that body to have such a trust contrary to law reposed in them, shews that they are not worthy of it. They certainly will abuse it; because all men possessed of an uncontrouled discretionary power leading to the aggrandizement and profit of their own body have always abused it: and I see no particular sanctity in our times, that is at all likely, by a miraculous operation, to overrule the course of nature.

But we must purposely shut our eyes, if we consider this matter merely as a contest between the house of commons and the electors. The true contest is between the electors of the kingdom and the crown; the crown acting by an instrumental house of commons. It is precisely the same, whether the ministers of the crown can disqualify by a dependent house of commons, or by a dependent court of *star chamber*, or by a dependent court of king's bench. If once members of parliament can be practically convinced that they do not depend on the affection or opinion of the people for their political being, they will give themselves over, without even an appearance of reserve, to the influence of the court.

Indeed, a parliament unconnected with the people is essential to a ministry unconnected with the

people ; and therefore those who saw through what mighty difficulties the interiour ministry waded, and the exterior were dragged, in this business, will conceive of what prodigious importance, the new corps of *king's men* held this principle of occasional and personal incapacitation, to the whole body of their design.

When the house of commons was thus made to consider itself as the master of its constituents, there wanted but one thing to secure that house against all possible future deviation towards popularity ; an *unlimited* fund of money to be laid out according to the pleasure of the court.

To complete the scheme of bringing our court to a resemblance to the neighbouring monarchies, it was necessary, in effect, to destroy those appropriations of revenue, which seem to limit the property, as the other laws had done the powers, of the crown. An opportunity for this purpose was taken, upon an application to parliament for payment of the debts of the civil list ; which in 1769 had amounted to 513,000*l*. Such application had been made upon former occasions ; but to do it in the former manner would by no means answer the present purpose.

Whenever the crown had come to the commons to desire a supply for the discharging of debts due on the civil list ; it was always asked and granted with one of the three following qualifications ;
sometimes

sometimes with all of them. Either it was stated, that the revenue had been diverted from its purposes by parliament; or that those duties had fallen short of the sum for which they were given by parliament, and that the intention of the legislature had not been fulfilled; or that the money required to discharge the civil list debt was to be raised chargeable on the civil list duties. In the reign of Queen Anne, the crown was found in debt. The lessening and granting away some part of her revenue by parliament was alleged as the cause of that debt, and pleaded as an equitable ground, such it certainly was, for discharging it. It does not appear that the duties which were then applied to the ordinary government produced clear above 580,000*l.* a year; because, when they were afterwards granted to George the First, 120,000*l.* was added to complete the whole to 700,000*l.* a year. Indeed it was then asserted, and, I have no doubt, truly, that for many years the net produce did not amount to above 550,000*l.* The Queen's extraordinary charges were besides very considerable; equal, at least, to any we have known in our time. The application to parliament was not for an absolute grant of money; but to empower the Queen to raise it by borrowing upon the civil list funds.

The civil list debt was twice paid in the reign of George the First. The money was granted

upon the same plan which had been followed in the reign of Queen Anne. The civil list revenues were then mortgaged for the sum to be raised, and stood charged with the ransom of their own deliverance.

George the Second received an addition to his civil list. Duties were granted for the purpose of raising 800,000*l.* a year. It was not until he had reigned nineteen years, and after the last rebellion, that he called upon parliament for a discharge of the civil list debt. The extraordinary charges brought on by the rebellion, account fully for the necessities of the crown. However, the extraordinary charges of government were not thought a ground fit to be relied on.

A deficiency of the civil list duties for several years before was stated as the principal, if not the sole ground on which an application to parliament could be justified. About this time the produce of these duties had fallen pretty low: and even upon an average of the whole reign they never produced 800,000*l.* a year clear to the treasury.

That prince reigned fourteen years afterwards: not only no new demands were made; but with so much good order were his revenues and expences regulated, that, although many parts of the establishment of the court were upon a larger and more liberal scale than they have been since, there

was

was a considerable sum in hand, on his decease, amounting to about 170,000*l.* applicable to the service of the civil list of his present majesty. So that, if this reign commenced with a greater charge than usual, there was enough and more than enough; abundantly to supply all the extraordinary expence. That the civil list should have been exceeded in the two former reigns, especially in the reign of George the First, was not at all surprising. His revenue was but 700,000*l.* annually; if it ever produced so much clear. The prodigious and dangerous disaffection to the very being of the establishment, and the cause of a pretender then powerfully abetted from abroad, produced many demands of an extraordinary nature both abroad and at home. Much management and great expences were necessary. But the throne of no prince has stood upon more unshaken foundations than that of his present majesty.

To have exceeded the sum given for the civil list, and to have incurred a debt without special authority of parliament, was *prima facie*, a criminal act: as such, ministers ought naturally rather to have withdrawn it from the inspection, than to have exposed it to the scrutiny, of parliament. Certainly they ought, of themselves, officially to have come armed with every sort of argument, which, by explaining, could excuse, a matter in

itself of presumptive guilt. But the terrors of the house of commons are no longer for ministers.

On the other hand the peculiar character of the house of commons, as trustee of the public purse, would have led them to call with a punctilious solicitude for every publick account, and to have examined into them with the most rigorous accuracy.

The capital use of an account is, that the reality of the charge, the reason of incurring it, and the justice and necessity of discharging it, should all appear antecedent to the payment. No man ever pays first, and calls for his account afterwards; because he would thereby let out of his hands the principal, and indeed only effectual, means of compelling a full and fair one. But, in national business, there is an additional reason for a previous production of every account. It is a check, perhaps the only one, upon a corrupt and prodigal use of publick money. An account after payment is to no rational purpose an account. However, the house of commons thought all these to be antiquated principles: they were of opinion, that the most parliamentary way of proceeding was, to pay first what the court thought proper to demand, and to take its chance for an examination into accounts at some time of greater leisure.

The nation had settled 800,000*l.* a year on the crown, as sufficient for the support of its dignity,
upon

upon the estimate of its own ministers. When ministers came to parliament, and said that this allowance had not been sufficient for the purpose, and that they had incurred a debt of 500,000*l.* would it not have been natural for parliament first to have asked how, and by what means, their appropriated allowance came to be insufficient? Would it not have savoured of some attention to justice, to have seen in what periods of administration this debt had been originally incurred; that they might discover, and if need were, animadvert on the persons who were found the most culpable? To put their hands upon such articles of expenditure as they thought improper or excessive, and to secure, in future, against such misapplication or exceeding? Accounts for any other purposes are but a matter of curiosity, and no genuine parliamentary object. All the accounts which could answer any parliamentary end were refused, or postponed by previous questions. Every idea of prevention was rejected, as conveying an improper suspicion of the ministers of the crown.

When every leading account had been refused, many others were granted with sufficient facility.

But, with great candour also, the house was informed, that hardly any of them could be ready until the next session; some of them perhaps not so soon. But, in order firmly to establish the precedent of *payment previous to account*, and to form

form it into a settled rule of the house, the god in the machine was brought down, nothing less than the wonder-working *law of parliament*. It was alleged, that it is the law of parliament, when any demand comes from the crown, that the house must go immediately into the committee of supply; in which committee it was allowed, that the production and examination of accounts would be quite proper and regular. It was therefore carried, that they should go into the committee without delay, and without accounts, in order to examine with great order and regularity things that could not possibly come before them. After this stroke of orderly and parliamentary wit and humour, they went into the committee; and very generously voted the payment.

There was a circumstance in that debate too remarkable to be overlooked. This debt of the civil list was all along argued upon the same footing as a debt of the state, contracted upon national authority. Its payment was urged as equally pressing upon the publick faith and honour: and when the whole year's account was stated, in what is called *the budget*, the ministry valued themselves on the payment of so much publick debt, just as if they had discharged 500,000*l.* of navy or exchequer bills. Though, in truth, their payment, from the sinking fund, of debt which was never contracted by parliamentary authority, was, to all
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intents and purposes, so much debt incurred. But such is the present notion of publick credit, and payment of debt. No wonder that it produces such effects.

Nor was the house at all more attentive to a provident security against future, than it had been to a vindictive retrospect to past mismanagements. I should have thought indeed that a ministerial promise, during their own continuance in office, might have been given, though this would have been but a poor security for the publick. Mr. Pelham gave such an assurance, and he kept his word. But nothing was capable of extorting from our ministers any thing which had the least resemblance to a promise of confining the expences of the civil list within the limits which had been settled by parliament. This reserve of theirs I look upon to be equivalent to the clearest declaration, that they were resolved upon a contrary course.

However, to put the matter beyond all doubt, in the speech from the throne, after thanking parliament for the relief so liberally granted, the ministers inform the two houses, that they will *endeavour* to confine the expences of the civil government—within what limits, think you? those which the law had prescribed? Not in the least—“such limits as the *honour of the crown* can possibly admit.”

Thus they established an *arbitrary* standard
for

for that dignity which parliament had defined and limited to a *legal* standard. They gave themselves, under the lax and indeterminate idea of the *honour of the crown*, a full loose for all manner of dissipation, and all manner of corruption. This arbitrary standard they were not afraid to hold out to both houses; while an idle and unoperative act of parliament, estimating the dignity of the crown at 800,000*l.* and confining it to that sum, adds to the number of obsolete statutes which load the shelves of libraries, without any sort of advantage to the people.

After this proceeding, I suppose that no man can be so weak as to think that the crown is limited to any settled allowance whatsoever. For if the ministry has 800,000*l.* a year by the law of the land; and if by the law of parliament all the debts which exceed it are to be paid previously to the production of any account; I presume that this is equivalent to an income with no other limits than the abilities of the subject and the moderation of the court; that is to say, it is such an income as is possessed by every absolute monarch in Europe. It amounts, as a person of great ability said in the debate, to an unlimited power of drawing upon the sinking fund. Its effect on the publick credit of this kingdom must be obvious; for in vain is the sinking fund the great buttress of all the rest, if it be in the power of the ministry to
resort

resort to it for the payment of any debts which they may choose to incur, under the name of the civil list, and through the medium of a committee, which thinks itself obliged by law to vote supplies without any other account than that of the mere existence of the debt.

Five hundred thousand pounds is a serious sum. But it is nothing to the prolific principle upon which the sum was voted : a principle that may be well called, *the fruitful mother of an hundred more*. Neither is the damage to publick credit of very great consequence, when compared with that which results to publick morals and to the safety of the constitution, from the exhaustless mine of corruption opened by the precedent, and to be wrought by the principle, of the late payment of the debts of the civil list. The power of discretionary disqualification by one law of parliament, and the necessity of paying every debt of the civil list by another law of parliament, if suffered to pass unnoticed, must establish such a fund of rewards and terrours as will make parliament the best appendage and support of arbitrary power that ever was invented by the wit of man. This is felt. The quarrel is begun between the representatives and the people. The court faction have at length committed them.

In such a strait the wisest may well be perplexed, and the boldest staggered. The circumstances are

in a great measure new. We have hardly any land-marks from the wisdom of our ancestors, to guide us. At best we can only follow the spirit of their proceeding in other cases. I know the diligence with which my observations on our publick disorders have been made; I am very sure of the integrity of the motives on which they are published: I cannot be equally confident in any plan for the absolute cure of those disorders, or for their certain future prevention. My aim is to bring this matter into more publick discussion. Let the sagacity of others work upon it. It is not uncommon for medical writers to describe histories of diseases very accurately, on whose cure they can say but very little.

The first ideas which generally suggest themselves, for the cure of parliamentary disorders, are, to shorten the duration of parliaments; and to disqualify all, or a great number of placemen, from a seat in the house of commons. Whatever efficacy there may be in those remedies, I am sure in the present state of things it is impossible to apply them. A restoration of the right of free election is a preliminary indispensable to every other reformation. What alterations ought afterwards to be made in the constitution, is a matter of deep and difficult research.

If I wrote merely to please the popular palate, it would indeed be as little troublesome to me as
to

to another, to extol these remedies, so famous in speculation, but to which their greatest admirers have never attempted seriously to resort in practice. I confess then, that I have no sort of reliance upon either a triennial parliament, or a place-bill. With regard to the former, perhaps it might rather serve to counteract, than to promote the ends that are proposed by it. To say nothing of the horrible disorders among the people attending frequent elections, I should be fearful of committing, every three years, the independent gentlemen of the country into a contest with the treasury. It is easy to see which of the contending parties would be ruined first. Whoever has taken a careful view of publick proceedings, so as to endeavour to ground his speculations on his experience, must have observed how prodigiously greater the power of ministry is in the first and last session of a parliament, than it is in the intermediate periods, when members sit a little firm on their seats. The persons of the greatest parliamentary experience, with whom I have conversed, did constantly, in canvassing the fate of questions, allow something to the court side, upon account of the elections depending or imminent. The evil complained of, if it exists in the present state of things, would hardly be removed by a triennial parliament: for, unless the influence of government in elections can entirely be taken away, the

more frequently they return, the more they will harrass private independence; the more generally men will be compelled to fly to the settled systematic interest of government, and to the resources of a boundless civil list. Certainly something may be done, and ought to be done, towards lessening that influence in elections; and this will be necessary upon a plan either of longer or shorter duration of parliament. But nothing can so perfectly remove the evil, as not to render such contentions, too frequently repeated, utterly ruinous, first to independence of fortune, and then to independence of spirit. As I am only giving an opinion on this point, and not at all debating it in an adverse line, I hope I may be excused in another observation. With great truth I may aver, that I never remember to have talked on this subject with any man much conversant with publick business, who considered short parliaments as a real improvement of the constitution. Gentlemen, warm in a popular cause, are ready enough to attribute all the declarations of such persons to corrupt motives. But the habit of affairs, if, on one hand, it tends to corrupt the mind, furnishes it, on the other, with the means of better information. The authority of such persons will always have some weight. It may stand upon a par with the speculations of those who are less practised in business; and who, with perhaps purer intentions, have

have not so effectual means of judging. It is besides an effect of vulgar and puerile malignity to imagine, that every statesman is of course corrupt; and that his opinion, upon every constitutional point, is solely formed upon some sinister interest.

The next favourite remedy is a place-bill. The same principle guides in both; I mean, the opinion which is entertained by many, of the infallibility of laws and regulations, in the cure of publick distempers. Without being as unreasonably doubtful as many are unwisely confident, I will only say, that this also is a matter very well worthy of serious and mature reflection. It is not easy to foresee, what the effect would be, of disconnecting with parliament the greatest part of those who hold civil employments, and of such mighty and important bodies as the military and naval establishments. It were better, perhaps, that they should have a corrupt interest in the forms of the constitution, than that they should have none at all. This is a question altogether different from the disqualification of a particular description of revenue officers from seats in parliament; or, perhaps, of all the lower sorts of them from votes in elections. In the former case, only the few are affected; in the latter, only the inconsiderable. But a great official, a great professional, a great military and naval interest, all necessarily comprehending many people of the first weight, ability, wealth,

and spirit, has been gradually formed in the kingdom. These new interests must be let into a share of representation, else possibly they may be inclined to destroy those institutions of which they are not permitted to partake. This is not a thing to be trifled with ; nor is it every well-meaning man, that is fit to put his hands to it. Many other serious considerations occur. I do not open them here, because they are not directly to my purpose ; proposing only to give the reader some taste of the difficulties that attend all capital changes in the constitution ; just to hint the uncertainty, to say no worse, of being able to prevent the court, as long as it has the means of influence abundantly in its power, of applying that influence to parliament ; and perhaps, if the publick method were precluded, of doing it in some worse and more dangerous method. Underhand and oblique ways would be studied. The science of evasion, already tolerably understood, would then be brought to the greatest perfection. It is no inconsiderable part of wisdom, to know how much of an evil ought to be tolerated ; lest, by attempting a degree of purity impracticable in degenerate times and manners, instead of cutting off the subsisting ill practices, new corruptions might be produced for the concealment and security of the old. It were better, undoubtedly, that no influence at all could affect the mind of a member of parliament. But of all modes of
influence,

influence, in my opinion, a place under the government is the least disgraceful to the man who holds it, and by far the most safe to the country. I would not shut out that sort of influence which is open and visible, which is connected with the dignity and the service of the state, when it is not in my power to prevent the influence of contracts, of subscriptions, of direct bribery, and those innumerable methods of clandestine corruption, which are abundantly in the hands of the court, and which will be applied as long as these means of corruption, and the disposition to be corrupted, have existence amongst us. Our constitution stands on a nice equipoise, with steep precipices and deep waters upon all sides of it. In removing it from a dangerous leaning towards one side, there may be a risk of oversetting it on the other. Every project of a material change in a government so complicated as ours, combined at the same time with external circumstances still more complicated, is a matter full of difficulties ; in which a considerate man will not be too ready to decide ; a prudent man too ready to undertake ; or an honest man too ready to promise. They do not respect the publick nor themselves, who engage for more than they are sure that they ought to attempt, or that they are able to perform. These are my sentiments, weak perhaps, but honest and unbiassed ; and submitted entirely to the opinion of grave

men, well affected to the constitution of their country, and of experience in what may best promote or hurt it.

Indeed, in the situation in which we stand, with an immense revenue, an enormous debt, mighty establishments, government itself a great banker and a great merchant, I see no other way for the preservation of a decent attention to publick interest in the representatives, but *the interposition of the body of the people itself*, whenever it shall appear, by some flagrant and notorious act, by some capital innovation, that these representatives are going to over-leap the fences of the law, and to introduce an arbitrary power. This interposition is a most unpleasant remedy. But, if it be a legal remedy, it is intended on some occasion to be used; to be used then only, when it is evident that nothing else can hold the constitution to its true principles.

The distempers of monarchy were the great subjects of apprehension and redress, in the last century; in this, the distempers of parliament. It is not in parliament alone that the remedy for parliamentary disorders can be completed; hardly indeed can it begin there. Until a confidence in government is re-established, the people ought to be excited to a more strict and detailed attention to the conduct of their representatives. Standards for judging more systematically upon their
conduct

conduct ought to be settled in the meetings of counties and corporations. Frequent and correct lists of the voters in all important questions ought to be procured.

By such means something may be done. By such means it may appear who those are, that, by an indiscriminate support of all administrations, have totally banished all integrity and confidence out of publick proceedings; have confounded the best men with the worst; and weakened and dissolved, instead of strengthening and compacting, the general frame of government. If any person is more concerned for government and order, than for the liberties of his country; even he is equally concerned to put an end to this course of indiscriminate support. It is this blind and undistinguishing support, that feeds the spring of those very disorders, by which he is frightened into the arms of the faction which contains in itself the source of all disorders, by enfeebling all the visible and regular authority of the state. The distemper is increased by his injudicious and preposterous endeavours, or pretences, for the cure of it.

An exterior administration, chosen for its impotency, or after it is chosen purposely rendered impotent, in order to be rendered subservient, will not be obeyed. The laws themselves will not be respected, when those who execute them are despised: and they will be despised, when their power

is not immediate from the crown, or natural in the kingdom. Never were ministers better supported in parliament. Parliamentary support comes and goes with office, totally regardless of the man, or the merit. Is government strengthened? It grows weaker and weaker. The popular torrent gains upon it every hour. Let us learn from our experience. It is not support that is wanting to government, but reformation. When ministry rests upon publick opinion, it is not indeed built upon a rock of adamant; it has, however, some stability. But when it stands upon private humour, its structure is of stubble, and its foundation is on quicksand. I repeat it again—He that supports every administration subverts all government. The reason is this: The whole business in which a court usually takes an interest goes on at present equally well, in whatever hands, whether high or low, wise or foolish, scandalous or reputable; there is nothing therefore to hold it firm to any one body of men, or to any one consistent scheme of politicks. Nothing interposes, to prevent the full operation of all the caprices and all the passions of a court upon the servants of the publick. The system of administration is open to continual shocks and changes, upon the principles of the meanest cabal, and the most contemptible intrigue. Nothing can be solid and permanent. All good men at length fly with horreur from such a service. Men of rank and
ability,

ability, with the spirit which ought to animate such men in a free state, while they decline the jurisdiction of dark cabal on their actions and their fortunes, will, for both, cheerfully put themselves upon their country. They will trust an inquisitive and distinguishing parliament; because it does enquire, and does distinguish. If they act well, they know, that, in such a parliament, they will be supported against any intrigue; if they act ill, they know that no intrigue can protect them. This situation, however awful, is honourable. But in one hour, and in the self-same assembly, without any assigned or assignable cause, to be precipitated from the highest authority to the most marked neglect, possibly into the greatest peril of life and reputation, is a situation full of danger, and destitute of honour. It will be shunned equally by every man of prudence, and every man of spirit.

Such are the consequences of the division of court from the administration; and of the division of publick men among themselves. By the former of these, lawful government is undone; by the latter, all opposition to lawless power is rendered impotent. Government may in a great measure be restored, if any considerable bodies of men have honesty and resolution enough never to accept administration, unless this garrison of *king's men*, which is stationed, as in a citadel, to controul and enslave it, be entirely broken and disbanded,

disbanded, and every work they have thrown up be levelled with the ground. The disposition of publick men to keep this corps together, and to act under it, or to co-operate with it, is a touch-stone by which every administration ought in future to be tried. There has not been one which has not sufficiently experienced the utter incompatibility of that faction with the public peace, and with all the ends of good government: since, if they opposed it, they soon lost every power of serving the crown; if they submitted to it, they lost all the esteem of their country. Until ministers give to the publick a full proof of their entire alienation from that system, however plausible their pretences, we may be sure they are more intent on the emoluments than the duties of office. If they refuse to give this proof, we know of what stuff they are made. In this particular, it ought to be the electors business to look to their representatives. The electors ought to esteem it no less culpable in their member to give a single vote in parliament to such an administration, than to take an office under it; to endure it, than to act in it. The notorious infidelity and versatility of members of parliament, in their opinions of men and things, ought in a particular manner to be considered by the electors in the enquiry which is recommended to them. This is one of the principal holdings of that destructive system, which has endeavoured to

unhinge

unhinge all the virtuous, honourable, and useful connexions in the kingdom.

This cabal has, with great success, propagated a doctrine which serves for a colour to those acts of treachery; and whilst it receives any degree of countenance, it will be utterly senseless to look for a vigorous opposition to the court party. The doctrine is this: That all political connexions are in their nature factious, and as such ought to be dissipated and destroyed; and that the rule for forming administrations is mere personal ability, rated by the judgment of this cabal upon it, and taken by draughts from every division and denomination of publick men. This decree was solemnly promulgated by the head of the court corps, the Earl of Bute himself, in a speech which he made, in the year 1766, against the then administration, the only administration which he has ever been known directly and publickly to oppose.

It is indeed in no way wonderful, that such persons should make such declarations. That connexion and faction are equivalent terms, is an opinion which has been carefully inculcated at all times by unconstitutional statesmen. The reason is evident. Whilst men are linked together, they easily and speedily communicate the alarm of any evil design. They are enabled to fathom it with common counsel, and to oppose it with united strength. Whereas, when they lie dispersed, without concert,

concert, order, or discipline, communication is uncertain, counsel difficult, and resistance impracticable. Where men are not acquainted with each other's principles nor experienced in each other's talents, nor at all practised in their mutual habits and dispositions by joint efforts in business; no personal confidence, no friendship, no common interest, subsisting among them; it is evidently impossible that they can act a publick part with uniformity, perseverance, or efficacy. In a connexion, the most inconsiderable man, by adding to the weight of the whole, has his value, and his use; out of it, the greatest talents are wholly unserviceable to the publick. No man, who is not inflamed by vain-glory into enthusiasm, can flatter himself that his single, unsupported, desultory, unsystematick endeavours are of power to defeat the subtle designs and united cabals of ambitious citizens. When bad men combine, the good must associate; else they will fall, one by one, an unpitied sacrifice in a contemptible struggle.

It is not enough in a situation of trust in the commonwealth, that a man means well to his country; it is not enough that in his single person he never did an evil act, but always voted according to his conscience, and even harangued against every design which he apprehended to be prejudicial to the interests of his country. This innoxious and ineffectual character, that seems formed
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upon a plan of apology and disculpation, falls miserably short of the mark of publick duty. That duty demands and requires, that what is right should not only be made known, but made prevalent; that what is evil should not only be detected, but defeated. When the publick man omits to put himself in a situation of doing his duty with effect, it is an omission that frustrates the purposes of his trust almost as much as if he had formally betrayed it. It is surely no very rational account of a man's life, that he has always acted right; but has taken special care, to act in such a manner that his endeavours could not possibly be productive of any consequence.

I do not wonder that the behaviour of many parties should have made persons of tender and scrupulous virtue somewhat out of humour with all sorts of connexion in politicks. I admit that people frequently acquire in such confederacies a narrow, bigotted, and proscriptive spirit; that they are apt to sink the idea of the general good in this circumscribed and partial interest. But, where duty renders a critical situation a necessary one, it is our business to keep free from the evils attendant upon it; and not to fly from the situation itself. If a fortress is seated in an unwholesome air, an officer of the garrison is obliged to be attentive to his health, but he must not desert his station. Every profession, not excepting the glorious one of a soldier,

soldier, or the sacred one of a priest, is liable to its own particular vices ; which, however, form no argument against those ways of life ; nor are the vices themselves inevitable to every individual in those professions. Of such a nature are connexions in politicks ; essentially necessary for the full performance of our publick duty, accidentally liable to degenerate into faction. Commonwealths are made of families, free commonwealths of parties also ; and we may as well affirm, that our natural regards and ties of blood tend inevitably to make men bad citizens, as that the bonds of our party weaken those by which we are held to our country.

Some legislators went so far as to make neutrality in party a crime against the state. I do not know whether this might not have been rather to overstrain the principle. Certain it is, the best patriots in the greatest commonwealths have always commended and promoted such connexions. *Idem sentire de republica*, was with them a principal ground of friendship and attachment ; nor do I know any other capable of forming firmer, dearer, more pleasing, more honourable, and more virtuous habitudes. The Romans carried this principle a great way. Even the holding of offices together, the disposition of which arose from chance, not selection, gave rise to a relation which continued for life. It was called *necessitudo sortis* ; and it was looked upon with a sacred reverence.

Breaches

Breaches of any of these kinds of civil relation were considered as acts of the most distinguished turpitude. The whole people was distributed into political societies, in which they acted in support of such interests in the state as they severally affected. For it was then thought no crime, to endeavour by every honest means to advance to superiority and power those of your own sentiments and opinions. This wise people was far from imagining that those connexions had no tie, and obliged to no duty; but that men might quit them without shame, upon every call of interest. They believed private honour to be the great foundation of publick trust; that friendship was no mean step towards patriotism; that he who, in the common intercourse of life, shewed he regarded somebody besides himself, when he came to act in a publick situation, might probably consult some other interest than his own. Never may we become *plus sages que les sages*, as the French comedian has happily expressed it, wiser than all the wise and good men who had lived before us. It was their wish, to see publick and private virtues, not dissonant and jarring, and mutually destructive, but harmoniously combined, growing out of one another in a noble and orderly gradation, reciprocally supporting and supported. In one of the most fortunate periods of our history this country was governed by a *connexion*; I mean the great connexion

connexion of Whigs in the reign of Queen Anne. They were complimented upon the principle of this connexion by a poet who was in high esteem with them. Addison, who knew their sentiments, could not praise them for what they considered as no proper subject of commendation. As a poet who knew his business, he could not applaud them for a thing which in general estimation was not highly reputable. Addressing himself to Britain,

*Thy favourites grow not up by fortune's sport,
Or from the crimes or follies of a court.
On the firm basis of desert they rise,
From long-try'd faith, and friendship's holy ties.*

The Whigs of those days believed that the only proper method of rising into power was through hard essays of practised friendship and experimented fidelity. At that time it was not imagined, that patriotism was a bloody idol, which required the sacrifice of children and parents, or dearest connexions in private life, and of all the virtues that rise from those relations. They were not of that ingenious paradoxical morality, to imagine that a spirit of moderation was properly shewn in patiently bearing the sufferings of your friends; or that disinterestedness was clearly manifested at the expence of other people's fortune. They believed that no men could act with effect, who did not

act in concert ; that no man could act in concert, who did not act with confidence ; that no men could act with confidence, who were not bound together by common opinions, common affections, and common interests.

These wise men, for such I must call Lord Sunderland, Lord Godolphin, Lord Somers, and Lord Marlborough, were too well principled in these maxims upon which the whole fabrick of publick strength is built, to be blown off their ground by the breath of every childish talker. They were not afraid that they should be called an ambitious Junto ; or that their resolution to stand or fall together should, by placemen, be interpreted into a scuffle for places.

Party is a body of men united, for promoting by their joint endeavours the national interest, upon some particular principle in which they are all agreed. For my part, I find it impossible to conceive, that any one believes in his own politics, or thinks them to be of any weight, who refuses to adopt the means of having them reduced into practice. It is the business of the speculative philosopher to mark the proper ends of government. It is the business of the politician, who is the philosopher in action, to find out proper means towards those ends, and to employ them with effect. Therefore every honourable connexion will avow it is their first purpose, to pursue every just method

method to put the men who hold their opinions into such a condition as may enable them to carry their common plans into execution, with all the power and authority of the state. As this power is attached to certain situations, it is their duty to contend for these situations. Without a proscription of others, they are bound to give to their own party the preference in all things; and by no means, for private considerations, to accept any offers of power in which the whole body is not included; nor to suffer themselves to be led, or to be controuled, or to be overbalanced, in office or in council, by those who contradict the very fundamental principles on which their party is formed, and even those upon which every fair connexion must stand. Such a generous contention for power, on such manly and honourable maxims, will easily be distinguished from the mean and interested struggle for place and emolument. The very stile of such persons will serve to discriminate them from those numberless impostors, who have deluded the ignorant with professions incompatible with human practice, and have afterwards incensed them by practices below the level of vulgar rectitude.

It is an advantage to all narrow wisdom and narrow morals, that their maxims have a plausible air; and, on a cursory view, appear equal to first principles. They are light and portable. They are

are as current as copper coin ; and about as valuable. They serve equally the first capacities and the lowest ; and they are, at least, as useful to the worst men as to the best. Of this stamp is the cant of *Not men, but measures* ; a sort of charm by which many people get loose from every honourable engagement. When I see a man acting this desultory and disconnected part, with as much detriment to his own fortune as prejudice to the cause of any party, I am not persuaded that he is right ; but I am ready to believe he is in earnest. I respect virtue in all its situations ; even when it is found in the unsuitable company of weakness. I lament to see qualities, rare and valuable, squandered away without any publick utility. But when a gentleman with great visible emoluments abandons the party in which he has long acted, and tells you, it is because he proceeds upon his own judgment ; that he acts on the merits of the several measures as they arise ; and that he is obliged to follow his own conscience, and not that of others ; he gives reasons which it is impossible to controvert, and discovers a character which it is impossible to mistake. What shall we think of him who never differed from a certain set of men until the moment they lost their power, and who never agreed with them in a single instance afterwards ? Would not such a coincidence of interest and opinion be rather fortunate ? Would it not be

an extraordinary cast upon the dice, that a man's connexions should degenerate into faction, precisely at the critical moment when they lose their power, or he accepts a place ? When people desert their connexions, the desertion is a manifest *fact*, upon which a direct simple issue lies, triable by plain men. Whether a *measure* of government be right or wrong, *is no matter of fact*, but a mere affair of opinion, on which men may, as they do, dispute and wrangle without end. But whether the individual *thinks* the measure right or wrong, is a point at still a greater distance from the reach of all human decision. It is therefore very convenient to politicians, not to put the judgment of their conduct on overt-acts, cognizable in any ordinary court, but upon such matter as can be triable only in that secret tribunal, where they are sure of being heard with favour, or where at worst the sentence will be only private whipping.

I believe the reader would wish to find no substance in a doctrine which has a tendency to destroy all test of character as deduced from conduct. He will therefore excuse my adding something more, towards the further clearing up a point, which the great convenience of obscurity to dishonesty has been able to cover with some degree of darkness and doubt.

In order to throw an odium on political connexion, these politicians suppose it a necessary
incident

incident to it, that you are blindly to follow the opinions of your party, when in direct opposition to your own clear ideas ; a degree of servitude that no worthy man could bear the thought of submitting to ; and such as, I believe, no connexions (except some court factions) ever could be so senselessly tyrannical as to impose. Men thinking freely, will, in particular instances, think differently. But still as the greater part of the measures which arise in the course of publick business are related to, or dependent on, some great, *leading, general principles in government*, a man must be peculiarly unfortunate in the choice of his political company if he does not agree with them at least nine times in ten. If he does not concur in these general principles upon which the party is founded, and which necessarily draw on a concurrence in their application, he ought from the beginning to have chosen some other, more conformable to his opinions. When the question is in its nature doubtful, or not very material, the modesty which becomes an individual, and (in spite of our court moralists) that partiality which becomes a well-chosen friendship, will frequently bring on an acquiescence in the general sentiment. Thus the disagreement will naturally be rare ; it will be only enough to indulge freedom, without violating concord, or disturbing arrangement. And this is all that ever was required for a character of the greatest uniformity and

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steadiness

steadiness in connexion. How men can proceed without any connexion at all, is to me utterly incomprehensible. Of what sort of materials must that man be made, how must he be tempered and put together, who can sit whole years in parliament, with five hundred and fifty of his fellow citizens, amidst the storm of such tempestuous passions, in the sharp conflict of so many wits, and tempers, and characters, in the agitation of such mighty questions, in the discussion of such vast and ponderous interests, without seeing any one sort of men, whose character, conduct, or disposition, would lead him to associate himself with them, to aid and be aided, in any one system of publick utility?

I remember an old scholastick aphorism, which says, "that the man who lives wholly detached from others, must be either an angel or a devil." When I see in any of these detached gentlemen of our times the angelick purity, power, and beneficence, I shall admit them to be angels. In the mean time we are born only to be men. We shall do enough if we form ourselves to be good ones. It is therefore our business carefully to cultivate in our minds, to rear to the most perfect vigour and maturity, every sort of generous and honest feeling, that belongs to our nature. To bring the dispositions that are lovely in private life into the service and conduct of the commonwealth; so to be

patriots,

patriots, as not to forget we are gentlemen. To cultivate friendships, and to incur enmities. To have both strong, but both selected : in the one, to be placable ; in the other immovable. To model our principles to our duties and our situation. To be fully persuaded, that all virtue which is impracticable is spurious ; and rather to run the risk of falling into faults in a course which leads us to act with effect and energy, than to loiter out our days without blame, and without use. Publick life is a situation of power and energy ; he trespasses against his duty who sleeps upon his watch, as well as he that goes over to the enemy.

There is, however, a time for all things. It is not every conjuncture which calls with equal force upon the activity of honest men ; but critical exigencies now and then arise ; and I am mistaken, if this be not one of them. Men will see the necessity of honest combination ; but they may see it when it is too late. They may embody, when it will be ruinous to themselves, and of no advantage to the country ; when, for want of such a timely union as may enable them to oppose in favour of the laws, with the laws on their side, they may at length find themselves under the necessity of conspiring, instead of consulting. The law, for which they stand, may become a weapon in the hands of its bitterest enemies ; and they will be cast, at length, into that miserable alternative,

between slavery and civil confusion, which no good man can look upon without horror; an alternative in which it is impossible he should take either part, with a conscience perfectly at repose. To keep that situation of guilt and remorse at the utmost distance is, therefore, our first obligation. Early activity may prevent late and fruitless violence. As yet we work in the light. The scheme of the enemies of publick tranquillity has disarranged, it has not destroyed us.

If the reader believes that there really exists such a faction as I have described; a faction ruling by the private inclinations of a court, against the general sense of the people; and that this faction, whilst it pursues a scheme for undermining all the foundations of our freedom, weakens (for the present at least) all the powers of executory government, rendering us abroad contemptible, and at home distracted; he will believe also, that nothing but a firm combination of publick men against this body, and that, too, supported by the hearty concurrence of the people at large, can possibly get the better of it. The people will see the necessity of restoring publick men to an attention to the publick opinion, and of restoring the constitution to its original principles. Above all, they will endeavour to keep the house of commons from assuming a character which does not belong to it. They will endeavour to keep that house, for its existence,

existence, for its powers, and its privileges, as independent of every other, and as dependent upon themselves, as possible. This servitude is to a house of commons (like obedience to the divine law) “perfect freedom.” For if they once quit this natural, rational, and liberal obedience, having deserted the only proper foundation of their power, they must seek a support in an abject and unnatural dependence somewhere else. When, through the medium of this just connexion with their constituents, the genuine dignity of the house of commons is restored, it will begin to think of casting from it, with scorn, as badges of servility, all the false ornaments of illegal power, with which it has been, for some time, disgraced. It will begin to think of its old office of **CONTRoul**. It will not suffer that last of evils to predominate in the country: men without popular confidence, publick opinion, natural connexion, or mutual trust, invested with all the powers of government.

When they have learned this lesson themselves, they will be willing and able to teach the court, that it is the true interest of the prince to have but one administration; and that one composed of those who recommend themselves to their sovereign through the opinion of their country, and not by their obsequiousness to a favourite. Such men will serve their sovereign with affection and fidelity; because his choice of them, upon such

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principles,

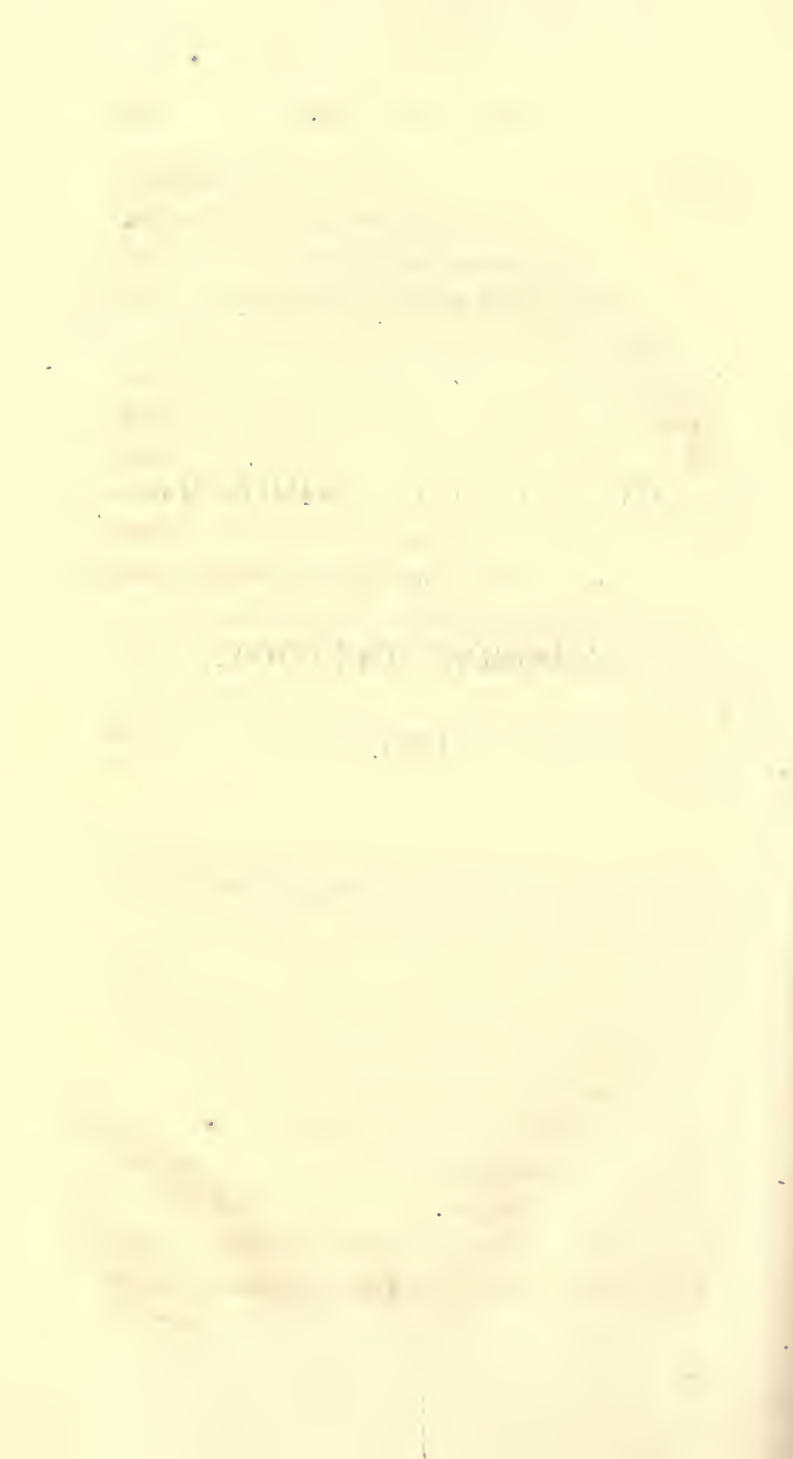
principles, is a compliment to their virtue. They will be able to serve him effectually ; because they will add the weight of the country to the force of the executory power. They will be able to serve their king with dignity ; because they will never abuse his name to the gratification of their private spleen or avarice. This, with allowances for human frailty, may probably be the general character of a ministry, which thinks itself accountable to the house of commons ; when the house of commons thinks itself accountable to its constituents. If other ideas should prevail, things must remain in their present confusion ; until they are hurried into all the rage of civil violence ; or until they sink into the dead repose of despotism.

MR. BURKE'S SPEECH

ON

AMERICAN TAXATION.

1774.



P R E F A C E.

THE following speech has been much the subject of conversation; and the desire of having it printed was last summer very general. The means of gratifying the publick curiosity were obligingly furnished from the notes of some gentlemen, members of the last parliament.

This piece has been for some months ready for the press. But a delicacy, possibly over scrupulous, has delayed the publication to this time. The friends of administration have been used to attribute a great deal of the opposition to their measures in America to the writings published in England. The editor of this speech kept it back, until all the measures of government have had their full operation, and can be no longer affected, if ever they could have been affected, by any publication.

Most readers will recollect the uncommon pains taken at the beginning of the last session of the last parliament, and indeed during the whole course of it, to asperse the characters, and decry the measures, of those who were supposed to be friends to America; in order to weaken the effect of their
opposition

opposition to the acts of rigour then preparing against the colonies. The speech contains a full refutation of the charges against that party with which Mr. Burke has all along acted. In doing this, he has taken a review of the effects of all the schemes which have been successively adopted in the government of the plantations. The subject is interesting; the matters of information various, and important; and the publication at this time, the editor hopes, will not be thought unseasonable.

S P E E C H, &c.

DURING the last session of the last Parliament, on the 19th of April, 1774, Mr. Rose Fuller, member for Rye, made the following motion; That an act made in the seventh year of the reign of his present majesty, intituled, “An act
“for granting certain duties in the British colonies
“and plantations in America; for allowing a
“drawback of the duties of customs upon the ex-
“portation from this kingdom of coffee and cocoa
“nuts, of the produce of the said colonies or
“plantations; for discontinuing the drawbacks
“payable on china earthen ware exported to
“America; and for more effectually preventing
“the clandestine running of goods in the said
“colonies and plantations;” might be read.

And the same being read accordingly; he moved, “That this house will, upon this day
“sevensnight, resolve itself into a committee of
“the whole house, to take into consideration the
“duty of *3d. per* pound weight upon tea, payable
“in all his majesty’s dominions in America, im-
“posed by the said act; and also the appropria-
“tion of the said duty.”

On

On this latter motion a warm and interesting debate arose, in which Mr. Burke spoke as follows :

SIR,

I agree with the honourable gentleman * who spoke last, that this subject is not new in this house. Very disagreeably to this house, very unfortunately to this nation, and to the peace and prosperity of this whole empire, no topick has been more familiar to us. For nine long years, session after session, we have been lashed round and round this miserable circle of occasional arguments and temporary expedients. I am sure our heads must turn, and our stomachs nauseate with them. We have had them in every shape ; we have looked at them in every point of view. Invention is exhausted ; reason is fatigued ; experience has given judgment ; but obstinacy is not yet conquered.

The honourable gentleman has made one endeavour more to diversify the form of this disgusting argument. He has thrown out a speech composed almost entirely of challenges. Challenges are serious things ; and as he is a man of prudence as well as resolution, I dare say he has very well weighed those challenges before he delivered them. I had long the happiness to sit at the same side of the
house,

* Charles Wolfran Cornwall, Esq. lately appointed one of the lords of the treasury.

house, and to agree with the honourable gentleman on all the American questions. My sentiments, I am sure, are well known to him; and I thought I had been perfectly acquainted with his. Though I find myself mistaken, he will still permit me to use the privilege of an old friendship; he will permit me to apply myself to the house under the sanction of his authority; and, on the various grounds he has measured out, to submit to you the poor opinions which I have formed upon a matter of importance enough to demand the fullest consideration I could bestow upon it.

He has stated to the house two grounds of deliberation; one narrow and simple, and merely confined to the question on your paper: the other more large and more complicated; comprehending the whole series of the parliamentary proceedings with regard to America, their causes, and their consequences. With regard to the latter ground, he states it as useless, and thinks it may be even dangerous, to enter into so extensive a field of inquiry. Yet, to my surprise, he had hardly laid down this restrictive proposition, to which his authority would have given so much weight, when directly, and with the same authority, he condemns it; and declares it absolutely necessary to enter into the most ample historical detail. His zeal has thrown him a little out of his usual accuracy. In this perplexity what shall we do, Sir, who are willing to submit to the law he gives us? He has
reprobated

reprobated in one part of his speech the rule he had laid down for debate in the other ; and, after narrowing the ground for all those who are to speak after him, he takes an excursion himself, as unbounded as the subject and the extent of his great abilities.

Sir, when I cannot obey all his laws, I will do the best I can. I will endeavour to obey such of them as have the sanction of his example ; and to stick to that rule, which, though not consistent with the other, is the most rational. He was certainly in the right when he took the matter largely. I cannot prevail on myself to agree with him in his censure of his own conduct. It is not, he will give me leave to say, either useless or dangerous. He asserts, that retrospect is not wise ; and the proper, the only proper, subject of inquiry, is “not how we got into this difficulty, but how we “are to get out of it.” In other words, we are, according to him, to consult our invention, and to reject our experience. The mode of deliberation he recommends is diametrically opposite to every rule of reason, and every principle of good sense established amongst mankind. For, that sense and that reason, I have always understood, absolutely to prescribe, whenever we are involved in difficulties from the measures we have pursued, that we should take a strict review of those measures, in order to correct our errors, if they should be corrigible ; or at least to avoid a dull uniformity in mischief,

mischief, and the unpitied calamity of being repeatedly caught in the same snare.

Sir, I will freely follow the honourable gentleman in his historical discussion, without the least management for men or measures, further than as they shall seem to me to deserve it. But before I go into that large consideration, because I would omit nothing that can give the house satisfaction, I wish to tread the narrow ground to which alone the honourable gentleman, in one part of his speech, has so strictly confined us.

He desires to know, whether, if we were to repeal this tax, agreeably to the proposition of the honourable gentleman who made the motion, the Americans would not take post on this concession, in order to make a new attack on the next body of taxes; and whether they would not call for a repeal of the duty on wine as loudly as they do now for the repeal of the duty on tea? Sir, I can give no security on this subject. But I will do all that I can, and all that can be fairly demanded. To the *experience* which the honourable gentleman reprobates in one instant, and reverts to in the next; to that experience, without the least wavering or hesitation on my part, I steadily appeal; and would to God there was no other arbiter to decide on the vote with which the house is to conclude this day.

When parliament repealed the stamp act in the

year 1766, I affirm, first, that the Americans did *not* in consequence of this measure call upon you to give up the former parliamentary revenue which subsisted in that country; or even any one of the articles which compose it. I affirm also, that when, departing from the maxims of that repeal, you revived the scheme of taxation, and thereby filled the minds of the colonists with new jealousy, and all sorts of apprehensions, then it was that they quarrelled with the old taxes, as well as the new; then it was, and not till then, that they questioned all the parts of your legislative power; and by the battery of such questions have shaken the solid structure of this empire to its deepest foundations.

Of those two propositions I shall, before I have done, give such convincing, such damning proof, that however the contrary may be whispered in circles, or bawled in newspapers, they never more will dare to raise their voices in this house. I speak with great confidence. I have reason for it. The ministers are with me. *They* at least are convinced that the repeal of the stamp act had not, and that no repeal can have, the consequences which the honourable gentleman who defends their measures is so much alarmed at. To their conduct, I refer him for a conclusive answer to this objection. I carry my proof irresistibly into the very body of both ministry and parliament; not on any general reasoning growing out of collateral matter, but on

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the conduct of the honourable gentleman's ministerial friends on the new revenue itself.

The act of 1767, which grants this tea duty, sets forth in its preamble, that it was expedient to raise a revenue in America, for the support of the civil government there, as well as for purposes still more extensive. To this support the act assigns six branches of duties. About two years after this act passed, the ministry, I mean the present ministry, thought it expedient to repeal five of the duties, and to leave (for reasons best known to themselves) only the sixth standing. Suppose any person, at the time of that repeal, had thus addressed the minister *, "Condemning, as you do, the repeal of the stamp act, why do you venture to repeal the duties upon glass, paper, and painters colours ? Let your pretence for the repeal be what it will, are you not thoroughly convinced, that your concessions will produce, not satisfaction, but insolence in the Americans ; and that the giving up these taxes will necessitate the giving up of all the rest ?" This objection was as palpable then as it is now ; and it was as good for preserving the five duties as for retaining the sixth. Besides, the minister will recollect, that the repeal of the stamp act had but just preceded his repeal ; and the ill policy of that measure (had it been so

impolitick

* Lord North, then chancellor of the exchequer.

impolitick as it has been represented), and the mischiefs it produced, were quite recent. Upon the principles therefore of the honourable gentleman, upon the principles of the minister himself, the minister has nothing at all to answer. He stands condemned by himself, and by all his associates old and new, as a destroyer, in the first trust of finance, of the revenues : and in the first rank of honour, as a betrayer of the dignity of his country.

Most men, especially great men, do not always know their well-wishers. I come to rescue that noble lord out of the hands of those he calls his friends ; and even out of his own. I will do him the justice he is denied at home. He has not been this wicked or imprudent man. He knew that a repeal had no tendency to produce the mischiefs which give so much alarm to his honourable friend. His work was not bad in its principle, but imperfect in its execution ; and the motion on your paper presses him only to compleat a proper plan, which, by some unfortunate and unaccountable error, he had left unfinished.

I hope, sir, the honourable gentleman, who spoke last, is thoroughly satisfied, and satisfied out of the proceedings of ministry on their own favourite act, that his fears from a repeal are groundless. If he is not, I leave him, and the noble lord who sits by him, to settle the matter, as well as they can, together ; for if the repeal of American taxes destroys

destroys all our government in America—He is the man!—and he is the worst of all the repealers; because he is the last.

But I hear it rung continually in my ears, now and formerly,—“the preamble! what will become of the preamble, if you repeal this tax?”—I am sorry to be compelled so often to expose the calamities and disgraces of parliament. The preamble of this law, standing as it now stands, has the lie direct given to it by the provisionary part of the act; if that can be called provisionary which makes no provision. I should be afraid to express myself in this manner, especially in the face of such a formidable array of ability as is now drawn up before me, composed of the ancient household troops of that side of the house, and the new recruits from this, if the matter were not clear and indisputable. Nothing but truth could give me this firmness; but plain truth and clear evidence can be beat down by no ability. The clerk will be so good as to turn to the act, and to read this favourite preamble:

Whereas it is expedient that a revenue should be raised in your majesty's dominions in America, for making a more certain and adequate provision for defraying the charge of the administration of justice, and support of civil government, in such provinces where it shall be found necessary; and

towards further defraying *the expences* of defending, protecting, and securing the said dominions.

You have heard this pompous performance. Now where is the revenue which is to do all these mighty things ? Five sixths repealed—abandoned—sunk—gone—lost for ever. Does the poor solitary tea duty support the purposes of this preamble ? Is not the supply there stated as effectually abandoned as if the tea duty had perished in the general wreck ? Here, Mr. Speaker, is a precious mockery—a preamble without an act—taxes granted in order to be repealed—and the reasons of the grant still carefully kept up ! This is raising a revenue in America ! This is preserving dignity in England ! If you repeal this tax in compliance with the motion, I readily admit that you lose this fair preamble. Estimate your loss in it. The object of the act is gone already ; and all you suffer is the purging the statute-book of the opprobrium of an empty, absurd, and false recital.

It has been said again and again, that the five taxes were repealed on commercial principles. It is so said in the paper in my hand * ; a paper which I constantly carry about ; which I have often used, and shall often use again. What is got by this paltry

* Lord Hillsborough's circular letter to the governours of the colonies, concerning the repeal of some of the duties laid in the act of 1767.

paltry pretence of commercial principles I know not; for, if your government in America is destroyed by the *repeal of taxes*, it is of no consequence upon what ideas the repeal is grounded. Repeal this tax too upon commercial principles if you please. These principles will serve as well now as they did formerly. But you know that, either your objection to a repeal from these supposed consequences has no validity, or that this pretence never could remove it. This commercial motive never was believed by any man, either in America, which this letter is meant to soothe, or in England, which it is meant to deceive. It was impossible it should. Because every man, in the least acquainted with the detail of commerce, must know, that several of the articles, on which the tax was repealed, were fitter objects of duties than almost any other articles that could possibly be chosen; without comparison more so than the tea that was left taxed; as infinitely less liable to be eluded by contraband. The tax upon red and white lead was of this nature. You have, in this kingdom, an advantage in lead, that amounts to a monopoly. When you find yourself in this situation of advantage, you sometimes venture to tax even your own export. You did so, soon after the last war; when, upon this principle, you ventured to impose a duty on coals. In all the articles of American contraband trade, who ever heard of the

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smuggling

smuggling of red lead, and white lead? You might, therefore, well enough, without danger of contraband, and without injury to commerce (if this were the whole consideration) have taxed these commodities. The same may be said of glass. Besides, some of the things taxed were so trivial, that the loss of the objects themselves, and their utter annihilation out of American commerce, would have been comparatively as nothing. But is the article of tea such an object in the trade of England, as not to be felt, or felt but slightly, like white lead and red lead, and painters colours? Tea is an object of far other importance. Tea is perhaps the most important object, taking it with its necessary connexions, of any in the mighty circle of our commerce. If commercial principles had been the true motives to the repeal, or had they been at all attended to, tea would have been the last article we should have left taxed for a subject of controversy.

Sir, It is not a pleasant consideration; but nothing in the world can read so awful and so instructive a lesson, as the conduct of ministry in this business, upon the mischief of not having large and liberal ideas in the management of great affairs. Never have the servants of the state looked at the whole of your complicated interests in one connected view. They have taken things by bits and scraps, some at one time and one pretence, and
some

some at another, just as they pressed, without any sort of regard to their relations or dependencies. They never had any kind of system, right or wrong; but only invented occasionally some miserable tale for the day, in order meanly to sneak out of difficulties, into which they had proudly strutted. And they were put to all these shifts and devices, full of meanness and full of mischief, in order to pilfer piecemeal a repeal of an act, which they had not the generous courage, when they found and felt their error, honourably and fairly to disclaim. By such management, by the irresistible operation of feeble councils, so paltry a sum as three-pence in the eyes of a financier, so insignificant an article as tea in the eyes of a philosopher, have shaken the pillars of a commercial empire that circled the whole globe.

Do you forget that, in the very last year, you stood on the precipice of general bankruptcy? Your danger was indeed great. You were distressed in the affairs of the East India company; and you well know what sort of things are involved in the comprehensive energy of that significant appellation. I am not called upon to enlarge to you on that danger, which you thought proper yourselves to aggravate, and to display to the world with all the parade of indiscreet declamation. The monopoly of the most lucrative trades, and the possession of imperial revenues, had brought

brought you to the verge of beggary and ruin. Such was your representation—such, in some measure, was your case. The vent of ten millions of pounds of this commodity, now locked up by the operation of an injudicious tax, and rotting in the warehouses of the company, would have prevented all this distress, and all that series of desperate measures which you thought yourselves obliged to take in consequence of it. America would have furnished that vent, which no other part of the world can furnish but America; where tea is next to a necessary of life; and where the demand grows upon the supply. I hope our dear-bought East India committees have done us at least so much good, as to let us know, that, without a more extensive sale of that article, our East India revenues and acquisitions can have no certain connexion with this country. It is through the American trade of tea that your East India conquests are to be prevented from crushing you with their burthen. They are ponderous indeed: and they must have that great country to lean upon, or they tumble upon your head. It is the same folly that has lost you at once the benefit of the west and of the east. This folly has thrown open folding-doors to contraband; and will be the means of giving the profits of the trade of your colonies to every nation but yourselves. Never did a people suffer so much for the empty words of a
preamble.

preamble. It must be given up. For on what principle does it stand? This famous revenue stands, at this hour, on all the debate, as a description of revenue not as yet known in all the comprehensive (but too comprehensive) vocabulary of finance—a *preambular* tax. It is indeed a tax of sophistry, a tax of pedantry, a tax of disputation, a tax of war and rebellion, a tax for any thing but benefit to the imposers, or satisfaction to the subject.

Well! but whatever it is, gentlemen will force the colonists to take the teas. You will force them? Has seven years struggle been yet able to force them? O but it seems “we are in the right.—The “tax is trifling—in effect it is rather an exoneration than an imposition; three-fourths of the “duty formerly payable on teas exported to “America is taken off; the place of collection is “only shifted; instead of the retention of a shilling “from the draw-back here, it is three-pence custom paid in America.” All this, Sir, is very true. But this is the very folly and mischief of the act. Incredible as it may seem, you know that you have deliberately thrown away a large duty which you held secure and quiet in your hands, for the vain hope of getting one three-fourths less, through every hazard, through certain litigation, and possibly through war.

The manner of proceeding in the duties on paper and glass, imposed by the same act, was exactly in the

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the same spirit. There are heavy excises on those articles when used in England. On export, these excises are drawn back. But instead of withholding the draw-back, which might have been done, with ease, without charge, without possibility of smuggling; and instead of applying the money (money already in your hands) according to your pleasure, you began your operations in finance by flinging away your revenue; you allowed the whole draw-back on export, and then you charged the duty (which you had before discharged), payable in the colonies; where it was certain the collection would devour it to the bone; if any revenue were ever suffered to be collected at all. One spirit pervades and animates the whole mass.

Could any thing be a subject of more just alarm to America, than to see you go out of the plain high road of finance, and give up your most certain revenues and your clearest interest, merely for the sake of insulting your colonies? No man ever doubted that the commodity of tea could bear an imposition of three-pence. But no commodity will bear three-pence, or will bear a penny, when the general feelings of men are irritated, and two millions of people are resolved not to pay. The feelings of the colonies were formerly the feelings of Great Britain. Theirs were formerly the feelings of Mr. Hampden when called upon for the payment of twenty shillings. Would twenty shillings

shillings have ruined Mr. Hampden's fortune ? No ! but the payment of half twenty shillings, on the principle it was demanded, would have made him a slave. It is the weight of that preamble, of which you are so fond, and not the weight of the duty, that the Americans are unable and unwilling to bear.

It is then, Sir, upon the *principle* of this measure, and nothing else, that we are at issue. It is a principle of political expediency. Your act of 1767 asserts, that it is expedient to raise a revenue in America ; your act of 1769, which takes away that revenue, contradicts the act of 1767 ; and, by something much stronger than words, asserts, that it is not expedient. It is a reflection upon your wisdom to persist in a solemn parliamentary declaration of the expediency of any object, for which, at the same time, you make no sort of provision. And pray, Sir, let not this circumstance escape you ; it is very material ; that the preamble of this act, which we wish to repeal, is not *declaratory of right*, as some gentlemen seem to argue it ; it is only a recital of the *expediency* of a certain exercise of a right supposed already to have been asserted ; an exercise you are now contending for by ways and means, which you confess, though they were obeyed, to be utterly insufficient for their purpose. You are therefore at this moment in the awkward situation of fighting for a phantom ;

phantom; a quiddity; a thing that wants, not only a substance, but even a name; for a thing, which is neither abstract right, nor profitable enjoyment.

They tell you, Sir, that your dignity is tied to it. I know not how it happens, but this dignity of yours is a terrible incumbrance to you; for it has of late been ever at war with your interest, your equity, and every idea of your policy. Shew the thing you contend for to be reason; shew it to be common sense; shew it to be the means of attaining some useful end; and then I am content to allow it what dignity you please. But what dignity is derived from the perseverance in absurdity, is more than I ever could discern. The honourable gentleman has said well—indeed, in most of his *general* observations I agree with him—he says, that this subject does not stand as it did formerly. Oh, certainly not! Every hour you continue on this ill chosen ground, your difficulties thicken on you; and therefore my conclusion is, remove from a bad position as quickly as you can. The disgrace, and the necessity of yielding, both of them, grow upon you every hour of your delay.

But will you repeal the act, says the honourable gentleman, at this instant when America is in open resistance to your authority, and that you have just revived your system of taxation? He thinks he has driven us into a corner. But thus pent up, I am content to meet him; because I enter the lists
supported

supported by my old authority, his new friends, the ministers themselves. The honourable gentleman remembers, that about five years ago as great disturbances as the present prevailed in America on account of the new taxes. The ministers represented these disturbances as treasonable; and this house thought proper, on that representation, to make a famous address for a revival, and for a new application of a statute of Henry VIII. We besought the king, in that well-considered address, to enquire into treasons, and to bring the supposed traitors from America to Great Britain for trial. His majesty was pleased graciously to promise a compliance with our request. All the attempts from this side of the house to resist these violences, and to bring about a repeal, were treated with the utmost scorn. An apprehension of the very consequences now stated by the honourable gentleman, was then given as a reason for shutting the door against all hope of such an alteration. And so strong was the spirit for supporting the new taxes, that the session concluded with the following remarkable declaration. After stating the vigorous measures which had been pursued, the speech from the throne proceeds:

You have assured me of your firm support in the prosecution of them. Nothing, in my opinion, could be more likely to enable the well disposed among my subjects in that part of the world, effectually to discourage and defeat the designs
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of the factious and seditious, than the hearty concurrence of every branch of the legislature, in maintaining the execution of the laws in every part of my dominions.

After this no man dreamt that a repeal under this ministry could possibly take place. The honourable gentleman knows as well as I, that the idea was utterly exploded by those who sway the house. This speech was made on the ninth day of May, 1769. Five days after this speech, that is, on the 13th of the same month, the publick circular letter, a part of which I am going to read to you, was written by Lord Hillsborough, secretary of state for the colonies. After reciting the substance of the king's speech, he goes on thus :

“ I can take upon me to assure you, notwithstanding insinuations to the contrary, from men with factious and seditious views, that his majesty's present administration have at no time entertained a design to propose to parliament to lay any further taxes upon America, for the purpose of RAISING A REVENUE ; and that it is at present their intention to propose, the next session of parliament, to take off the duties upon glass, paper, and colours, upon consideration of such duties having been laid contrary to the true principles of commerce.

“ These have always been, and still are, the sentiments of his majesty's present servants ; and by which

*“ which their conduct in respect to America
 “ has been governed. And his majesty relies
 “ upon your prudence and fidelity for such an
 “ explanation of his measures, as may tend to
 “ remove the prejudices which have been excited
 “ by the misrepresentations of those who are
 “ enemies to the peace and prosperity of Great
 “ Britain and her colonies ; and to re-establish
 “ that mutual confidence and affection, upon which
 “ the glory and safety of the British empire
 “ depend.”*

Here, Sir, is a canonical book of ministerial scripture ; the general epistle to the Americans. What does the gentleman say to it ? Here a repeal is promised ; promised without condition ; and while your authority was actually resisted. I pass by the publick promise of a peer relative to the repeal of taxes by this house. I pass by the use of the king's name in a matter of supply, that sacred and reserved right of the Commons. I conceal the ridiculous figure of parliament ; hurling its thunders at the gigantick rebellion of America ; and then five days after, prostrate at the feet of those assemblies we affected to despise ; begging them, by the intervention of our ministerial sureties, to receive our submission, and heartily promising amendment. These might have been serious matters formerly ; but we are grown wiser than our fathers. Passing, therefore, from the constitutional consideration to the mere policy, does not this letter imply, that the idea of taxing America for the

purpose of revenue is an abominable project ; when the ministry suppose that none but *faction* men, and with seditious views could charge them with it ? does not this letter adopt and sanctify the American distinction of *taxing for a revenue* ? does it not formally reject all future taxation on that principle ? does it not state the ministerial rejection of such principle of taxation, not as the occasional, but the constant opinion of the king's servants ? does it not say (I care not how consistently), but does it not say, that their conduct with regard to America has been *always* governed by this policy ? It goes a great deal further. These excellent and trusty servants of the king, justly fearful lest they themselves should have lost all credit with the world, bring out the image of their gracious sovereign from the inmost and most sacred shrine, and they pawn him as a security for their promises.—“ *His majesty* relies on your prudence and fidelity for such an explanation of *his* “ measures.” These sentiments of the minister, and these measures of his majesty, can only relate to the principle and practice of taxing for a revenue ; and accordingly Lord Botetourt, stating it as such, did, with great propriety, and in the exact spirit of his instructions, endeavour to remove the fears of the Virginian assembly, lest the sentiments, which it seems (unknown to the world) had *always* been those of the ministers, and by which *their* conduct in *respect to America* had been governed,

ed, should by some possible revolution, favourable to wicked American taxes, be hereafter counteracted. He addresses them in this manner :

It may possibly be objected, that, as his Majesty's present administration are not immortal, their successors may be inclined to attempt to undo what the present ministers shall have attempted to perform; and to that objection I can give but this answer; that it is my firm opinion, that the plan I have stated to you will certainly take place, and that it will never be departed from; and so determined am I for ever to abide by it, that I will be content to be declared infamous, if I do not, to the last hour of my life, at all times, in all places, and upon all occasions, exert every power with which I either am, or ever shall be legally invested, in order to obtain and maintain for the continent of America that satisfaction which I have been authorized to promise this day, by the confidential servants of our gracious sovereign, who to my certain knowledge rates his honour so high, that he would rather part with his crown, than preserve it by deceit.*

A glorious

* A material point is omitted by Mr. Burke in this speech, viz. *the manner in which the continent received this royal assurance.* The assembly of Virginia, in their address in answer to Lord Botetourt's speech, express themselves thus :
 " We will not suffer our present hopes, arising from the
 " pleasing prospect your Lordship hath so kindly opened
 " and displayed to us, to be dashed by the bitter reflection

A glorious and true character! which (since we suffer his ministers with impunity to answer for his ideas of taxation) we ought to make it our business to enable his majesty to preserve in all its lustre. Let him have character, since ours is no more! Let some part of government be kept in respect!

This epistle was not the letter of Lord Hillsborough solely; though he held the official pen. It was the letter of the noble lord upon the floor*, and of all the king's then ministers, who (with I think the exception of two only) are his ministers at this hour. The very first news that a British parliament heard of what it was to do with the duties which it had given and granted to the king, was by the publication of the votes of American assemblies. It was in America that your resolutions were pre-declared. It was from thence that we knew to a certainty, how much exactly, and not a scruple more or less, we were to repeal. We were unworthy to be let into the secret of our

own
 "that any *future* administration will entertain a wish to
 "depart from that *plan* which affords the surest and most
 "permanent foundation of publick tranquillity and happiness: No, my lord, we are sure *our most gracious sovereign*,
 "under whatever changes may happen in his confidential
 "servants, will remain immutable in the ways of truth and
 "justice, and that he is *incapable of deceiving his faithful*
 "*subjects*; and we esteem your lordship's information not
 "only as warranted, but even sanctified *by the royal word*."

* Lord North.

own conduct. The assemblies had *confidential* communications from his majesty's *confidential* servants. We were nothing but instruments. Do you, after this, wonder, that you have no weight and no respect in the colonies? After this, are you surprised, that parliament is every day and every where losing (I feel it with sorrow, I utter it with reluctance) that reverential affection, which so endearing a name of authority ought ever to carry with it; that you are obeyed solely from respect to the bayonet; and that this house, the ground and pillar of freedom, is itself held up only by the treacherous under-pinning and clumsy buttresses of arbitrary power?

If this dignity, which is to stand in the place of just policy and common sense, had been consulted; there was a time for preserving it, and for reconciling it with any concession. If in the session of 1768, that session of idle terroure and empty menaces, you had, as you were often pressed to do, repealed these taxes; then your strong operations would have come justified and enforced, in case your concessions had been returned by outrages. But, preposterously, you began with violence; and before terrours could have any effect, either good or bad, your ministers immediately begged pardon, and promised that repeal to the obstinate Americans, which they had refused in an easy, good-natured, complying British parliament. The

assemblies, which had been publicly and avowedly dissolved for *their* contumacy, are called together to receive *your* submission. Your ministerial directors blustered like tragick tyrants here; and then went mumping with a sore leg in America, canting and whining, and complaining of faction, which represented them as friends to a revenue from the colonies. I hope nobody in this house will hereafter have the impudence to defend American taxes in the name of ministry. The moment they do, with this letter of attorney in my hand, I will tell them, in the authorized terms, they are wretches, “with factious and seditious views; enemies to the peace and prosperity of the mother country and the colonies,” and subverters “of the mutual affection and confidence on which the glory and safety of the British empire depend.”

After this letter, the question is no more on propriety or dignity. They are gone already. The faith of your sovereign is pledged for the political principle. The general declaration in the letter goes to the whole of it. You must therefore either abandon the scheme of taxing; or you must send the ministers tarred and feathered to America, who dared to hold out the royal faith for a renunciation for all taxes for revenue. Them you must punish, or this faith you must preserve. The preservation of this faith is of more consequence than the duties on *red lead*, or *white lead*,
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or on broken *glass*, or *atlas-ordinary*, or *demy-fine*, or *blue royal*, or *bastard*, or *fool's-cap*, which you have given up ; or the three-pence on tea which you retained. The letter went stamped with the publick authority of this kingdom. The instructions for the colony government go under no other sanction ; and America cannot believe, and will not obey you, if you do not preserve this channel of communication sacred. You are now punishing the colonies for acting on distinctions, held out by that very ministry which is here shining in riches, in favour, and in power ; and urging the punishment of the very offence to which they had themselves been the tempters.

Sir, if reasons respecting simply your own commerce, which is your own convenience, were the sole ground of the repeal of the five duties ; why does lord Hillsborough, in disclaiming in the name of the king and ministry their ever having had an intent to tax for revenue, mention it as the means “ of re-establishing the confidence and “ affection of the colonies ? ” Is it a way of soothing *others*, to assure them that you will take good care of *yourself* ? The medium, the only medium, for regaining their affection and confidence, is, that you will take off something oppressive to their minds. Sir, the letter strongly enforces that idea : for though the repeal of the taxes is promised on commercial principles, yet the means of

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counteracting

counteracting "the insinuations of men with factious and seditious views," is, by a disclaimer of the intention of taxing for revenue, as a constant invariable sentiment and rule of conduct in the government of America.

I remember that the noble lord on the floor, not in a former debate to be sure, (it would be disorderly to refer to it, I suppose I read it somewhere), but the noble lord was pleased to say, that he did not conceive how it could enter into the head of man to impose such taxes as those of 1767; I mean those taxes which he voted for imposing, and voted for repealing; as being taxes, contrary to all the principles of commerce, laid on *British manufactures*.

I dare say the noble lord is perfectly well read, because the duty of his particular office requires he should be so, in all our revenue laws; and in the policy which is to be collected out of them. Now, Sir, when he had read this act of American revenue, and a little recovered from his astonishment, I suppose he made one step retrograde (it is but one) and looked at the act which stands just before in the statute-book. The American revenue act is the forty-fifth chapter; the other to which I refer is the forty-fourth of the same session. These two acts are both to the same purpose; both revenue acts; both taxing out of the kingdom; and both taxing British manufactures exported. As the 45th

is an act for raising a revenue in America, the 44th is an act for raising a revenue in the Isle of Man. The two acts perfectly agree in all respects, except one. In the act for taxing the Isle of Man, the noble lord will find (not, 'as in the American act, four or five articles) but almost the *whole body* of British manufactures, taxed from two and a half to fifteen *per cent.* and some articles, such as that of spirits, a great deal higher. You did not think it uncommercial to tax the whole mass of your manufactures, and, let me add, your agriculture too; for, I now recollect, British corn is there also taxed up to ten *per cent.* and this too in the very head quarters, the very citadel of smuggling, the Isle of Man. Now will the noble lord condescend to tell me why he repealed the taxes on your manufactures sent out to America, and not the taxes on the manufactures exported to the Isle of Man? The principle was exactly the same, the objects charged infinitely more extensive, the duties, without comparison, higher. Why? Why, notwithstanding all his childish pretexts, because the taxes were quietly submitted to in the Isle of Man; and because they raised a flame in America. Your reasons were political, not commercial. The repeal was made, as lord Hillsborough's letter well expresses it, to regain "the confidence and affection of the colonies, on which the glory and safety of the British empire depend." A wise
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and just motive surely, if ever there was such. But the mischief and dishonour is, that you have not done what you had given the colonies just cause to expect, when your ministers disclaimed the idea of taxes for a revenue. There is nothing simple, nothing manly, nothing ingenuous, open, decisive, or steady, in the proceeding, with regard either to the continuance or the repeal of the taxes. The whole has an air of littleness and fraud. The article of tea is slurred over in the circular letter, as it were by accident—nothing is said of a resolution either to keep that tax, or to give it up. There is no fair dealing in any part of the transaction.

If you mean to follow your true motive and your publick faith, give up your tax on tea for raising a revenue, the principle of which has, in effect, been disclaimed in your name; and which produces you no advantage; no, not a penny. Or, if you choose to go on with a poor pretence instead of a solid reason, and will still adhere to your cant of commerce, you have ten thousand times more strong commercial reasons for giving up this duty on tea, than for abandoning the five others that you have already renounced.

The American consumption of teas is annually, I believe, worth 300,000*l.* at the least farthing. If you urge the American violence as a justification of your perseverance in enforcing this tax, you

you know that you can never answer this plain question—Why did you repeal the others given in the same act, whilst the very same violence subsisted?—But you did not find the violence cease upon that concession.—No! because the concession was far short of satisfying the principle which lord Hillsborough had abjured! or even the pretence on which the repeal of the other taxes was announced: and because, by enabling the East India company to open a shop for defeating the American resolution not to pay that specifick tax, you manifestly shewed a hankering after the principle of the act which you formerly had renounced. Whatever road you take leads to a compliance with this motion. It opens to you at the end of every visto. Your commerce, your policy, your promises, your reasons, your pretences, your consistency, your inconsistency—all jointly oblige you to this repeal.

But still it sticks in our throats, if we go so far, the Americans will go farther.—We do not know that. We ought, from experience, rather to presume the contrary. Do we not know for certain, that the Americans are going on as fast as possible, whilst we refuse to gratify them? Can they do more, or can they do worse, if we yield this point? I think this concession will rather fix a turnpike to prevent a further progress. It is impossible to answer for bodies of men. But I am sure the
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natural effect of fidelity, clemency, kindness in governours, is peace, good-will, order, and esteem, on the part of the governed. I would certainly, at least, give these fair principles a fair trial ; which, since the making of this act to this hour, they never have had.

Sir, the honourable gentleman having spoken what he thought necessary upon the narrow part of the subject, I have given him, I hope, a satisfactory answer. He next presses me by a variety of direct challenges and oblique reflections to say something on the historical part. I shall, therefore, Sir, open myself fully on that important and delicate subject ; not for the sake of telling you a long story (which, I know, Mr. Speaker, you are not particularly fond of), but for the sake of the weighty instruction that, I flatter myself, will necessarily result from it. It shall not be longer, if I can help it, than so serious a matter requires.

Permit me then, Sir, to lead your attention very far back ; back to the act of navigation ; the corner stone of the policy of this country with regard to its colonies. Sir, that policy was, from the beginning, purely commercial ; and the commercial system was wholly restrictive. It was the system of a monopoly. No trade was let loose from that constraint, but merely to enable the colonists to dispose of what, in the course of your trade, you could not take ; or to enable them to dispose of
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such articles as we forced upon them, and for which, without some degree of liberty, they could not pay. Hence all your specifick and detailed enumerations: hence the innumerable checks and counterchecks: hence that infinite variety of paper chains by which you bind together this complicated system of the colonies. This principle of commercial monopoly runs through no less than twenty-nine acts of parliament, from the year 1660 to the unfortunate period of 1764.

In all those acts the system of commerce is established, as that, from whence alone you proposed to make the colonies contribute (I mean directly and by the operation of your superintending legislative power) to the strength of the empire. I venture to say, that during that whole period, a parliamentary revenue from thence was never once in contemplation. Accordingly, in all the number of laws passed with regard to the plantations, the words which distinguish revenue laws, specifically as such, were, I think, premeditatedly avoided. I do not say, Sir, that a form of words alters the nature of the law, or abridges the power of the lawgiver. It certainly does not. However, titles and formal preambles are not always idle words; and the lawyers frequently argue from them. I state these facts to shew, not what was your right, but what has been your settled policy. Our revenue laws have usually a *title*, purporting their
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being *grants*; and the words *give* and *grant* usually precede the enacting parts. Although duties were imposed on America in acts of King Charles II, and in acts of King William, no one title of giving "an aid to his majesty," or any other of the usual titles to revenue acts, was to be found in any of them till 1764; nor were the words "give and grant" in any preamble until the 6th of George II. However the title of this act of George II, notwithstanding the words of donation, considers it merely as a regulation of trade, "an act for the better securing of the trade of his majesty's sugar colonies in America." This act was made on a compromise of all, and at the express desire of a part, of the colonies themselves. It was therefore in some measure with their consent; and having a title directly purporting only a *commercial regulation*, and being in truth nothing more, the words were passed by, at a time when no jealousy was entertained, and things were little scrutinized. Even governour Bernard, in his second printed letter, dated in 1763, gives it as his opinion, that "it was an act of *prohibition*, not of "revenue." This is certainly true, that no act avowedly for the purpose of revenue, and with the ordinary title and recital taken together, is found in the statute book until the year I have mentioned; that is the year 1764. All before this period stood on commercial regulation and restraint.

restraint. The scheme of a colony revenue by British authority appeared therefore to the Americans in the light of a great innovation; the words of Governour Bernard's ninth letter, written in Nov. 1765, state this idea very strongly; "it must," says he, "have been supposed, *such an innovation as a parliamentary taxation* would cause a great *alarm*, and meet with much *opposition* in most parts of America; it was *quite new* to the people, and had no *visible bounds* set to it." After stating the weakness of government there, he says, "was this a time to introduce *so great a novelty* as a parliamentary inland taxation in America?" Whatever the right might have been, this mode of using it was absolutely new in policy and practice.

Sir, they who are friends to the schemes of American revenue say, that the commercial restraint is full as hard a law for America to live under. I think so too. I think it, if uncompensated, to be a condition of as rigorous servitude as men can be subject to. But America bore it from the fundamental act of navigation until 1764.—Why? because men do bear the inevitable constitution of their original nature with all its infirmities. The act of navigation attended the colonies from their infancy, grew with their growth, and strengthened with their strength. They were confirmed in obedience to it, even more by usage than by law. They scarcely had remembered a time
when

when they were not subject to such restraint. Besides, they were indemnified for it by a pecuniary compensation. Their monopolist happened to be one of the richest men in the world. By his immense capital (primarily employed, not for their benefit, but his own) they were enabled to proceed with their fisheries, their agriculture, their ship-building (and their trade too within the limits), in such a manner as got far the start of the slow, languid operations of unassisted nature. This capital was a hot-bed to them. Nothing in the history of mankind is like their progress. For my part, I never cast an eye on their flourishing commerce, and their cultivated and commodious life, but they seem to me rather ancient nations grown to perfection through a long series of fortunate events, and a train of successful industry, accumulating wealth in many centuries, than the colonies of yesterday; than a set of miserable out-casts, a few years ago, not so much sent as thrown out, on the bleak and barren shore of a desolate wilderness, three thousand miles from all civilized intercourse.

All this was done by England, whilst England pursued trade, and forgot revenue. You not only acquired commerce, but you actually created the very objects of trade in America; and by that creation you raised the trade of this kingdom at least four-fold. America had the compensation of
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your capital, which made her bear her servitude. She had another compensation, which you are now going to take away from her. She had, except the commercial restraint, every characteristick mark of a free people in all her internal concerns. She had the image of the British constitution. She had the substance. She was taxed by her own representatives. She chose most of her own magistrates. She paid them all. She had in effect the sole disposal of her own internal government. This whole state of commercial servitude and civil liberty, taken together, is certainly not perfect freedom; but comparing it with the ordinary circumstances of human nature, it was an happy and a liberal condition.

I know, Sir, that great and not unsuccessful pains have been taken to inflame our minds by an outcry, in this house and out of it, that in America the act of navigation neither is, or never was, obeyed. But if you take the colonies through, I affirm, that its authority never was disputed; that it was no where disputed for any length of time; and, on the whole, that it was well observed. Wherever the act pressed hard, many individuals indeed evaded it. This is nothing. These scattered individuals never denied the law, and never obeyed it. Just as it happens whenever the laws of trade, whenever the laws of revenue, press hard upon the people in England; in that case all

your shores are full of contraband. Your right to give a monopoly to the East India company, your right to lay immense duties on French brandy, are not disputed in England. You do not make this charge on any man. But you know that there is not a creek from Pentland Frith to the Isle of Wight, in which they do not smuggle immense quantities of teas, East India goods, and brandies. I take it for granted, that the authority of Governor Bernard in this point is indisputable. Speaking of these laws as they regarded that part of America now in so unhappy a condition, he says, “ I believe they are no where better supported than “ in this province; I do not pretend that it is “ entirely free from a breach of these laws; but “ that such a breach, if discovered, is justly “ punished.” What more can you say of the obedience to any laws in any country? An obedience to these laws formed the acknowledgment, instituted by yourselves, for your superiority; and was the payment you originally imposed for your protection.

Whether you were right or wrong in establishing the colonies on the principles of commercial monopoly, rather than on that of revenue, is at this day a problem of mere speculation. You cannot have both by the same authority. To join together the restraints of an universal internal and external monopoly, with an universal internal and

external taxation, is an unnatural union ; perfect, uncompensated slavery. You have long since decided for yourself and them ; and you and they have prospered exceedingly under that decision.

This nation, Sir, never thought of departing from that choice until the period immediately on the close of the last war. Then a scheme of government new in many things seemed to have been adopted. I saw, or thought I saw, several symptoms of a great change, whilst I sat in your gallery, a good while before I had the honour of a seat in this house. At that period the necessity was established of keeping up no less than twenty new regiments, with twenty colonels capable of seats in this house. This scheme was adopted with very general applause from all sides, at the very time that, by your conquests in America, your danger from foreign attempts in that part of the world was much lessened, or indeed rather quite over. When this huge increase of military establishment was resolved on, a revenue was to be found to support so great a burthen. Country gentlemen, the great patrons of economy, and the great resisters of a standing armed force, would not have entered with much alacrity into the vote for so large and so expensive an army, if they had been very sure that they were to continue to pay for it. But hopes of another kind were held out to them ; and in particular, I well remember, that

Mr. Townshend, in a brilliant harangue on this subject, did dazzle them, by playing before their eyes the image of a revenue to be raised in America.

Here began to dawn the first glimmerings of this new colony system. It appeared more distinctly afterwards, when it was devolved upon a person to whom, on other accounts, this country owes very great obligations. I do believe, that he had a very serious desire to benefit the publick. But with no small study of the detail, he did not seem to have his view, at least equally, carried to the total circuit of our affairs. He generally considered his objects in lights that were rather too detached. Whether the business of an American revenue was imposed upon him altogether; whether it was entirely the result of his own speculation; or, what is more probable, that his own ideas rather coincided with the instructions he had received; certain it is, that, with the best intentions in the world, he first brought this fatal scheme into form, and established it by act of parliament.

No man can believe, that at this time of day I mean to lean on the venerable memory of a great man, whose loss we deplore in common. Our little party differences have been long ago composed; and I have acted more with him, and certainly with more pleasure with him, than ever I acted against him. Undoubtedly Mr. Grenville was a
first-rate

first-rate figure in this country. With a masculine understanding, and a stout and resolute heart, he had an application undissipated and unwearied. He took publick business not as a duty which he was to fulfil, but as a pleasure he was to enjoy; and he seemed to have no delight out of this house, except in such things as some way related to the business that was to be done within it. If he was ambitious, I will say this for him, his ambition was of a noble and generous strain. It was to raise himself, not by the low, pimping politicks of a court, but to win his way to power, through the laborious gradations of publick service; and to secure himself a well earned rank in parliament, by a thorough knowledge of its constitution, and a perfect practice in all its business.

Sir, if such a man fell into errors, it must be from defects not intrinsic; they must be rather sought in the particular habits of his life; which, though they do not alter the ground-work of character, yet tinge it with their own hue. He was bred in a profession. He was bred to the law, which is, in my opinion, one of the first and noblest of human sciences; a science which does more to quicken and invigorate the understanding, than all the other kinds of learning put together; but it is not apt, except in persons very happily born, to open and to liberalize the mind exactly in the same proportion. Passing from that study he did

not go very largely into the world ; but plunged into business ; I mean into the business of office ; and the limited and fixed methods and forms established there. Much knowledge is to be had undoubtedly in that line ; and there is no knowledge which is not valuable. But it may be truly said, that men too much conversant in office are rarely minds of remarkable enlargement. Their habits of office are apt to give them a turn to think the substance of business not to be much more important than the forms in which it is conducted. These forms are adapted to ordinary occasions ; and therefore persons who are nurtured in office do admirably well as long as things go on in their common order ; but when the high roads are broken up, and the waters out, when a new and troubled scene is opened, and the file affords no precedent, then it is that a greater knowledge of mankind, and a far more extensive comprehension of things is requisite, than ever office gave, or than office can ever give. Mr. Grenville thought better of the wisdom and power of human legislation than in truth it deserves. He conceived, and many conceived along with him, that the flourishing trade of this country was greatly owing to law and institution, and not quite so much to liberty ; for but too many are apt to believe regulation to be commerce, and taxes to be revenue. Among regulations, that which stood first in reputation was

was his idol. I mean the act of navigation. He has often professed it to be so. The policy of that act is, I readily admit, in many respects well understood. But I do say, that if the act be suffered to run the full length of its principle, and is not changed and modified according to the change of times and the fluctuation of circumstances, it must do great mischief, and frequently even defeat its own purpose.

After the war, and in the last years of it, the trade of America had increased far beyond the speculations of the most sanguine imaginations. It swelled out on every side. It filled all its proper channels to the brim. It overflowed with a rich redundance, and breaking its banks on the right and on the left, it spread out upon some places, where it was indeed improper, upon others where it was only irregular. It is the nature of all greatness not to be exact; and great trade will always be attended with considerable abuses. The contraband will always keep pace in some measure with the fair trade. It should stand as a fundamental maxim, that no vulgar precaution ought to be employed in the cure of evils, which are closely connected with the cause of our prosperity. Perhaps this great person turned his eyes somewhat less than was just, towards the incredible increase of the fair trade; and looked with something of too exquisite a jealousy towards the contraband. He

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certainly felt a singular degree of anxiety on the subject; and even began to act from that passion earlier than is commonly imagined. For whilst he was first lord of the admiralty, though not strictly called upon in his official line, he presented a very strong memorial to the lords of the treasury (my Lord Bute was then at the head of the board;) heavily complaining of the growth of the illicit commerce in America. Some mischief happened even at that time from this over-earnest zeal. Much greater happened afterwards, when it operated with greater power in the highest department of the finances. The bonds of the act of navigation were straitened so much, that America was on the point of having no trade, either contraband or legitimate. They found, under the construction and execution then used, the act no longer tying but actually strangling them. All this coming with new enumerations of commodities; with regulations which in a manner put a stop to the mutual coasting intercourse of the colonies; with the appointment of courts of admiralty under various improper circumstances; with a sudden extinction of the paper currencies; with a compulsory provision for the quartering of soldiers; the people of America thought themselves proceeded against as delinquents, or, at best, as people under suspicion of delinquency; and in such a manner, as they imagined, their recent services in the

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the war did not at all merit. Any of these innumerable regulations, perhaps, would not have alarmed alone; some might be thought reasonable; the multitude struck them with terror.

But the grand manœuvre in that business of new regulating the colonies, was the 15th act of the fourth of George III.; which, besides containing several of the matters to which I have just alluded, opened a new principle: and here properly began the second period of the policy of this country with regard to the colonies; by which the scheme of a regular plantation parliamentary revenue was adopted in theory, and settled in practice. A revenue not substituted in the place of, but superadded to, a monopoly; which monopoly was enforced at the same time with additional strictness, and the execution put into military hands.

This act, Sir, had for the first time the title of “granting duties in the colonies and plantations of America;” and for the first time it was asserted in the preamble, “that it was *just* and *necessary* that a revenue should be raised there.” Then came the technical words of “giving and “granting,” and thus a complete American revenue act was made in all the forms, and with a full avowal of the right, equity, policy, and even necessity of taxing the colonies, without any formal consent of theirs. There are contained also in the preamble to that act these very remarkable words —the

—the commons, &c.—“ being desirous to make “ *some* provision in the *present* session of parliament *towards* raising the said revenue.” By these words it appeared to the colonies, that this act was but a beginning of sorrows; that every session was to produce something of the same kind; that we were to go on, from day to day, in charging them with such taxes as we pleased, for such a military force as we should think proper. Had this plan been pursued, it was evident that the provincial assemblies, in which the Americans felt all their portion of importance, and beheld their sole image of freedom, were *ipso facto* annihilated. This ill prospect before them seemed to be boundless in extent, and endless in duration. Sir, they were not mistaken. The ministry valued themselves when this act passed, and when they gave notice of the stamp act, that both of the duties came very short of their ideas of American taxation. Great was the applause of this measure here. In England we cried out for new taxes on America, whilst they cried out that they were nearly crushed with those which the war and their own grants had brought upon them.

Sir, it has been said in the debate, that when the first American revenue act (the act in 1764, imposing the port duties) passed, the Americans did not object to the principle. It is true they touched it but very tenderly. It was not a direct attack.

attack. They were, it is true, as yet novices ; as yet unaccustomed to direct attacks upon any of the rights of parliament. The duties were port duties, like those they had been accustomed to bear ; with this difference, that the title was not the same, the preamble not the same, and the spirit altogether unlike. But of what service is this observation to the cause of those that make it ? It is a full refutation of the pretence for their present cruelty to America ; for it shews, out of their own mouths, that our colonies were backward to enter into the present vexatious and ruinous controversy.

There is also another circulation abroad, (spread with a malignant intention, which I cannot attribute to those who say the same thing in this house) that Mr. Grenville gave the colony agents an option for their assemblies to tax themselves, which they had refused. I find that much stress is laid on this, as a fact. However, it happens neither to be true nor possible. I will observe first, that Mr. Grenville never thought fit to make this apology for himself in the innumerable debates that were had upon the subject. He might have proposed to the colony agents, that they should agree in some mode of taxation as the ground of an act of parliament. But he never could have proposed that they should tax themselves on requisition, which is the assertion of the day. Indeed, Mr. Grenville well knew, that the colony agents could have no
general

general powers to consent to it ; and they had no time to consult their assemblies for particular powers, before he passed his first revenue act. If you compare dates, you will find it impossible. Burthened as the agents knew the colonies were at that time, they could not give the least hope of such grants. His own favourite governour was of opinion that the Americans were not then taxable objects :

*“ Nor was the time less favourable to the equity of such a taxation. I don't mean to dispute the reasonableness of America contributing to the charges of Great Britain when she is able ; nor, I believe, would the Americans themselves have disputed it, at a proper time and season. But it should be considered, that the American governments themselves have, in the prosecution of the late war, contracted very large debts ; which it will take some years to pay off, and in the mean time occasion very burdensome taxes for that purpose only. For instance, this government, which is as much before-hand as any, raises every year 37,500*l.* sterling for sinking their debt, and must continue it for four years longer at least before it will be clear.”*

These are the words of Governour Bernard's letter to a member of the old ministry, and which he has since printed. Mr. Grenville could not have made this proposition to the agents, for another reason. He was of opinion, as he has declared

declared in this house an hundred times, that the colonies could not legally grant any revenue to the crown; and that infinite mischiefs would be the consequence of such a power. When Mr. Grenville had passed the first revenue act, and in the same session had made this house come to a resolution for laying a stamp-duty on America, between that time and the passing the stamp-act into a law, he told a considerable and most respectable merchant, a member of this house, whom I am truly sorry I do not now see in his place, when he represented against this proceeding, that if the stamp-duty was disliked, he was willing to exchange it for any other equally productive; but that, if he objected to the Americans being taxed by parliament, he might save himself the trouble of the discussion, as he was determined on the measure. This is the fact, and, if you please, I will mention a very unquestionable authority for it.

Thus, Sir, I have disposed of this falsehood. But falsehood has a perennial spring. It is said, that no conjecture could be made of the dislike of the colonies to the principle. This is as untrue as the other. After the resolution of the house, and before the passing of the stamp-act, the colonies of Massachusetts Bay and New York did send remonstrances, objecting to this mode of parliamentary taxation. What was the consequence? They were suppressed; they were put under the table,

table, notwithstanding an order of council to the contrary, by the ministry which composed the very council that had made the order : and thus the house proceeded to its business of taxing without the least regular knowledge of the objections which were made to it. But to give that house its due, it was not over desirous to receive information, or to hear remonstrance. On the 15th of February, 1765, whilst the stamp-act was under deliberation, they refused with scorn even so much as to receive four petitions presented from so respectable colonies as Connecticut, Rhode Island, Virginia, and Carolina; besides one from the traders of Jamaica. As to the colonies, they had no alternative left to them, but to disobey ; or to pay the taxes imposed by that parliament which was not suffered, or did not suffer itself, even to hear them remonstrate upon the subject.

This was the state of the colonies before his majesty thought fit to change his ministers. It stands upon no authority of mine. It is proved by uncontrovertible records. The honourable gentleman has desired some of us to lay our hands upon our hearts, and answer to his queries upon the historical part of this consideration ; and by his manner (as well as my eyes could discern it) he seemed to address himself to me.

Sir, I will answer him as clearly as I am able, and with great openness ; I have nothing to conceal,

ceal. In the year sixty-five, being in a very private station, far enough from any line of business, and not having the honour of a seat in this house, it was my fortune, unknowing and unknown to the then ministry, by the intervention of a common friend, to become connected with a very noble person, and at the head of the treasury department. It was indeed in a situation of little rank and no consequence, suitable to the mediocrity of my talents and pretensions. But a situation near enough to enable me to see, as well as others, what was going on; and I did see in that noble person such sound principles, such an enlargement of mind, such clear and sagacious sense, and such unshaken fortitude, as have bound me, as well as others much better than me, by an inviolable attachment to him from that time forward. Sir, Lord Rockingham very early in that summer received a strong representation from many weighty English merchants and manufacturers, from governours of provinces and commanders of men of war, against almost the whole of the American commercial regulations: and particularly with regard to the total ruin which was threatened to the Spanish trade. I believe, Sir, the noble lord soon saw his way in this business. But he did not rashly determine against acts which it might be supposed were the result of much deliberation. However, Sir, he scarcely began to open the ground, when
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the whole veteran body of office took the alarm. A violent outcry of all (except those who knew and felt the mischief) was raised against any alteration. On one hand, his attempt was a direct violation of treaties and publick law ; on the other, the act of navigation and all the corps of trade laws were drawn up in array against it.

The first step the noble lord took, was to have the opinion of his excellent, learned, and ever-lamented friend the late Mr. Yorke, then attorney general, on the point of law. When he knew that formally and officially, which in substance he had known before, he immediately dispatched orders to redress the grievance. But I will say it for the then minister, he is of that constitution of mind, that I know he would have issued, on the same critical occasion, the very same orders, if the acts of trade had been, as they were not, directly against him ; and would have cheerfully submitted to the equity of parliament for his indemnity.

On the conclusion of this business of the Spanish trade, the news of the troubles, on account of the stamp-act, arrived in England. It was not until the end of October that these accounts were received. No sooner had the sound of that mighty tempest reached us in England, than the whole of the then opposition, instead of feeling humbled by the unhappy issue of their measures, seemed to be infinitely elated, and cried out, that the ministry,
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from envy to the glory of their predecessors, were prepared to repeal the stamp-act. Near nine years after, the honourable gentleman takes quite opposite ground, and now challenges me to put my hand to my heart, and say, whether the ministry had resolved on the repeal till a considerable time after the meeting of parliament. Though I do not very well know what the honourable gentleman wishes to infer from the admission, or from the denial, of this fact, on which he so earnestly adjures me; I do put my hand on my heart, and assure him, that they did *not* come to a resolution directly to repeal. They weighed this matter as its difficulty and importance required. They considered maturely among themselves. They consulted with all who could give advice or information. It was not determined until a little before the meeting of parliament; but it was determined, and the main lines of their own plan marked out, before that meeting. Two questions arose (I hope I am not going into a narrative troublesome to the house).

[A cry of, go on, go on.]

The first of the two considerations was, whether the repeal should be total, or whether only partial; taking out every thing burthensome and productive, and reserving only an empty acknowledgment, such as a stamp on cards or dice. The other question was, on what principle the act should be

repealed? On this head also two principles were started. One, that the legislative rights of this country, with regard to America, were not entire, but had certain restrictions and limitations. The other principle was, that taxes of this kind were contrary to the fundamental principles of commerce on which the colonies were founded; and contrary to every idea of political equity; by which equity we are bound, as much as possible, to extend the spirit and benefit of the British constitution to every part of the British dominions. The option, both of the measure, and of the principle of repeal, was made before the session; and I wonder how any one can read the king's speech at the opening of that session, without seeing in that speech both the repeal and the declaratory act very sufficiently crayoned out. Those who cannot see this can see nothing.

Surely the honourable gentleman will not think that a great deal less time than was then employed ought to have been spent in deliberation, when he considers that the news of the troubles did not arrive till towards the end of October. The parliament sat to fill the vacancies on the 14th day of December, and on business the 14th of the following January.

Sir, a partial repeal, or, as the *bon ton* of the court then was, a *modification*, would have satisfied a timid, unsystematick, procrastinating ministry,

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as such a measure has since done such a ministry. A modification is the constant resource of weak, undeciding minds. To repeal by a denial of our right to tax in the preamble (and this too did not want advisers), would have cut, in the heroick style, the Gordian knot with a sword. Either measure would have cost no more than a day's debate. But when the total repeal was adopted; and adopted on principles of policy, of equity, and of commerce; this plan made it necessary to enter into many and difficult measures. It became necessary to open a very large field of evidence commensurate to these extensive views. But then this labour did knights service. It opened the eyes of several to the true state of the American affairs; it enlarged their ideas; it removed prejudices; and it conciliated the opinions and affections of men. The noble lord, who then took the lead in administration, my honourable friend * under me, and a right honourable gentleman † (if he will not reject his share, and it was a large one, of this business) exerted the most laudable industry in bringing before you the fullest, most impartial, and least-garbled body of evidence that ever was produced to this house. I think the enquiry lasted in the committee for six weeks; and, at its conclusion, this house, by an independent, noble, spirited, and

* Mr. Dowdeswell.

† General Conway.

unexpected majority; by a majority that will redeem all the acts ever done by majorities in parliament; in the teeth of all the old mercenary Swiss of state, in despite of all the speculators and augurs of political events, in defiance of the whole embattled legion of veteran pensioners and practised instruments of a court, gave a total repeal to the stamp-act, and (if it had been so permitted) a lasting peace to this whole empire.

I state, Sir, these particulars, because this act of spirit and fortitude has lately been, in the circulation of the season, and in some hazarded declamations in this house, attributed to timidity. If, Sir, the conduct of ministry, in proposing the repeal, had arisen from timidity with regard to themselves, it would have been greatly to be condemned. Interested timidity disgraces as much in the cabinet, as personal timidity does in the field. But timidity, with regard to the well-being of our country, is heroick virtue. The noble lord who then conducted affairs, and his worthy colleagues, whilst they trembled at the prospect of such distresses as you have since brought upon yourselves, were not afraid steadily to look in the face that glaring and dazzling influence at which the eyes of eagles have blenched. He looked in the face one of the ablest, and, let me say, not the most scrupulous oppositions, that perhaps ever was in this house; and withstood it, unaided by, even one of the usual supports

supports of administration. He did this when he repealed the stamp-act. He looked in the face a person he had long respected and regarded, and whose aid was then particularly wanting; I mean lord Chatham. He did this when he passed the declaratory act.

It is now given out for the usual purposes, by the usual emissaries, that lord Rockingham did not consent to the repeal of this act until he was bullied into it by lord Chatham; and the reporters have gone so far as publicly to assert, in a hundred companies, that the honourable gentleman under the gallery *, who proposed the repeal in the American committee, had another set of resolutions in his pocket directly the reverse of those he moved. These artifices of a desperate cause are, at this time spread abroad, with incredible care, in every part of the town, from the highest to the lowest companies; as if the industry of the circulation were to make amends for the absurdity of the report.

Sir, whether the noble lord is of a complexion to be bullied by lord Chatham, or by any man, I must submit to those who know him. I confess, when I look back to that time, I consider him as placed in one of the most trying situations in which, perhaps, any man ever stood. In the house

* General Conway.

of peers there were very few of the ministry, out of the noble lord's own particular connexion, (except lord Egmont, who acted, as far as I could discern, an honourable and manly part,) that did not look to some other future arrangement, which warped his politicks. There were in both houses new and menacing appearances, that might very naturally drive any other, than a most resolute minister, from his measure or from his station. The household troops openly revolted. The allies of ministry, (those, I mean, who supported some of their measures, but refused responsibility for any) endeavoured to undermine their credit, and to take ground that must be fatal to the success of the very cause which they would be thought to countenance. The question of the repeal was brought on by ministry in the committee of this house, in the very instant when it was known that more than one court negotiation was carrying on with the heads of the opposition. Every thing, upon every side, was full of traps and mines. Earth below shook; heaven above menaced; all the elements of ministerial safety were dissolved. It was in the midst of this chaos of plots and counterplots; it was in the midst of this complicated warfare against publick opposition and private treachery, that the firmness of that noble person was put to the proof. He never stirred from his ground; no, not an inch. He remained fixed and determined,

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in principle, in measure, and in conduct. He practised no managements. He secured no retreat. He sought no apology.

I will likewise do justice, I ought to do it, to the honourable gentleman who led us in this house *. Far from the duplicity wickedly charged on him, he acted his part with alacrity and resolution. We all felt inspired by the example he gave us, down even to myself, the weakest in that phalanx. I declare for one, I knew well enough (it could not be concealed from any body) the true state of things ; but, in my life, I never came with so much spirits into this house. It was a time for a *man* to act in. We had powerful enemies ; but we had faithful and determined friends ; and a glorious cause. We had a great battle to fight ; but we had the means of fighting ; not as now, when our arms are tied behind us. We did fight that day, and conquer.

I remember, Sir, with a melancholy pleasure, the situation of the honourable gentleman * who made the motion for the repeal ; in that crisis, when the whole trading interest of this empire, crammed into your lobbies, with a trembling and anxious expectation, waited, almost to a winter's return of light, their fate from your resolutions. When, at length you had determined in their

* General Conway.

favour, and your doors, thrown open, shewed them the figure of their deliverer in the well-earned triumph of his important victory, from the whole of that grave multitude there arose an involuntary burst of gratitude and transport. They jumped upon him like children on a long absent father. They clung about him as captives about their redeemer. All England, all America, joined to his applause. Nor did he seem insensible to the best of all earthly rewards, the love and admiration of his fellow-citizens. *Hope elevated and joy brightened his crest.* I stood near him; and his face, to use the expression of the scripture of the first martyr, "his face was as if it had been the face of an angel." I do not know how others feel; but if I had stood in that situation, I never would have exchanged it for all that kings in their profusion could bestow. I did hope that that day's danger and honour would have been a bond to hold us all together for ever. But, alas! that, with other pleasing visions, is long since vanished.

Sir, this act of supreme magnanimity has been represented, as if it had been a measure of an administration, that having no scheme of their own, took a middle line, pilfered a bit from one side and a bit from the other. Sir, they took *no* middle lines. They differed fundamentally from the schemes of both parties; but they preserved the objects of both. They preserved the authority of
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Great Britain. They preserved the equity of Great Britain. They made the declaratory-act; they repealed the stamp-act. They did both *fully*; because the declaratory-act was without *qualification*; and the repeal of the stamp-act *total*. This they did in the situation I have described.

Now, Sir, what will the adversary say to both these acts? If the principle of the declaratory act was not good, the principle we are contending for this day is monstrous. If the principle of the repeal was not good, why are we not at war for a real, substantial, effective revenue? If both were bad, why has this ministry incurred all the inconveniencies of both and of all schemes? Why have they enacted, repealed, enforced, yielded, and now attempt to enforce again?

Sir, I think I may as well now, as at any other time, speak to a certain matter of fact, not wholly unrelated to the question under your consideration. We, who would persuade you to revert to the ancient policy of this kingdom, labour under the effect of this short current phrase, which the court leaders have given out to all their corps, in order to take away the credit of those who would prevent you from that frantick war you are going to wage upon your colonies. Their cant is this; "All the disturbances in America have been created by the repeal of the stamp-act." I suppress for a moment my indignation at the falsehood, baseness,

baseness, and absurdity of this most audacious assertion. Instead of remarking on the motives and character of those who have issued it for circulation, I will clearly lay before you the state of America, antecedently to that repeal; after the repeal; and since the renewal of the schemes of American taxation.

It is said, that the disturbances, if there were any, before the repeal, were slight; and without difficulty or inconvenience might have been suppressed. For an answer to this assertion I will send you to the great author and patron of the stamp-act, who certainly meaning well to the authority of this country, and fully apprized of the state of that, made, before a repeal was so much as agitated in this house, the motion which is on your journals; and which, to save the clerk the trouble of turning to it, I will now read to you. It was for an amendment to the address of the 17th of December 1765:

“ To express our just resentment and indignation at the outrageous tumults and insurrections which have been excited and carried on in North America; and at the resistance given, by open and rebellious force, to the execution of the laws in that part of his majesty’s dominions. And to assure his majesty, that his faithful commons, animated with the warmest duty and attachment to his royal person and government, will firmly and effectually support his majesty in all such
“ measures

“ measures as shall be necessary for preserving and supporting the legal dependence of the colonies on the mother country, &c. &c.”

Here was certainly a disturbance preceding the repeal; such a disturbance as Mr. Grenville thought necessary to qualify by the name of an *insurrection*, and the epithet of a *rebellious* force: terms much stronger than any by which those, who then supported his motion, have ever since thought proper to distinguish the subsequent disturbances in America. They were disturbances which seemed to him and his friends to justify as strong a promise of support, as hath been usual to give in the beginning of a war with the most powerful and declared enemies. When the accounts of the American governours came before the house, they appeared stronger even than the warmth of publick imagination had painted them; so much stronger, that the papers on your table bear me out in saying, that all the late disturbances, which have been at one time the minister's motives for the repeal of five out of six of the new court taxes, and are now his pretences for refusing to repeal that sixth, did not amount—why do I compare them? No, not to a tenth part of the tumults and violence which prevailed long before the repeal of that act.

Ministry cannot refuse the authority of the commander in chief, general Gage, who, in his letter of the 4th of November, from New York, thus represents the state of things:

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“ *It is difficult to say, from the highest to the lowest, who has not been accessory to this insurrection, either by writing or mutual agreements to oppose the act, by what they are pleased to term all legal opposition to it. Nothing effectual has been proposed, either to prevent or quell the tumult. The rest of the provinces are in the same situation as to a positive refusal to take the stamps; and threatening those who shall take them, to plunder and murder them; and this affair stands in all the provinces, that unless the act, from its own nature, enforce itself, nothing but a very considerable military force can do it.*”

It is remarkable, Sir, that the persons who formerly trumpeted forth the most loudly, the violent resolutions of assemblies; the universal insurrections; the seizing and burning the stamped papers; the forcing stamp officers to resign their commissions under the gallows; the rifling and pulling down of the houses of magistrates; and the expulsion from their country of all who dared to write or speak a single word in defence of the powers of parliament; these very trumpeters are now the men that represent the whole as a mere trifle; and choose to date all the disturbances from the repeal of the stamp-act, which put an end to them. Hear your officers abroad, and let them refute this shameless falsehood, who, in all their correspondence, state the disturbances as owing to their true causes, the discontent of the people,

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from the taxes. You have this evidence in your own archives—and it will give you compleat satisfaction ; if you are not so far lost to all parliamentary ideas of information, as rather to credit the lie of the day, than the records of your own house.

Sir, this vermin of court reporters, when they are forced into day upon one point, are sure to burrow in another ; but they shall have no refuge ; I will make them bolt out of all their holes. Conscious that they must be baffled, when they attribute a precedent disturbance to a subsequent measure, they take other ground, almost as absurd, but very common in modern practice, and very wicked ; which is, to attribute the ill effect of ill-judged conduct to the arguments which had been used to dissuade us from it. They say, that the opposition made in parliament to the stamp-act at the time of its passing, encouraged the Americans to their resistance. This has even formally appeared in print in a regular volume, from an advocaté of that faction, a Dr. Tucker. This Dr. Tucker is already a dean, and his earnest labours in this vineyard will, I suppose, raise him to a bishoprick. But this assertion too, just like the rest, is false. In all the papers which have loaded your table ; in all the vast crowd of verbal witnesses that appeared at your bar, witnesses which were indiscriminately produced from both sides of the house ; not the least hint of such a cause of disturbance has ever appeared.

appeared. As to the fact of a strenuous opposition to the stamp-act, I sat as a stranger in your gallery when the act was under consideration. Far from any thing inflammatory, I never heard a more languid debate in this house. No more than two or three gentlemen, as I remember, spoke against the act, and that with great reserve, and remarkable temper. There was but one division in the whole progress of the bill; and the minority did not reach to more than 39 or 40. In the house of lords I do not recollect that there was any debate or division at all. I am sure there was no protest. In fact, the affair passed with so very, very little noise, that in town they scarcely knew the nature of what you were doing. The opposition to the bill in England never could have done this mischief, because there scarcely ever was less of opposition to a bill of consequence.

Sir, the agents and distributors of falsehoods have, with their usual industry, circulated another lie of the same nature with the former. It is this, that the disturbances arose from the account which had been received in America of the change in the ministry. No longer awed, it seems, with the spirit of the former rulers, they thought themselves a match for what our calumniators choose to qualify by the name of so feeble a ministry as succeeded. Feeble in one sense these men certainly may be called; for, with all their efforts, and they
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have made many, they have not been able to resist the distempered vigour, and insane alacrity with which you are rushing to your ruin. But it does so happen, that the falsity of this circulation is (like the rest) demonstrated by indisputable dates and records.

So little was the change known in America, that the letters of your governours, giving an account of these disturbances long after they had arrived at their highest pitch, were all directed to the *old ministry*, and particularly to the *earl of Halifax*, the secretary of state corresponding with the colonies, without once in the smallest degree intimating the slightest suspicion of any ministerial revolution whatsoever. The ministry was not changed in England until the 10th day of July 1765. On the 14th of the preceding June, governour Fauquier from Virginia writes thus; and writes thus to the earl of Halifax: “ *Government is set at defiance, not having strength enough in her hands to enforce obedience to the laws of the community. The private distress, which every man feels, increases the general dissatisfaction at the duties laid by the stamp-act, which breaks out, and shews itself upon every trifling occasion.*” The general dissatisfaction had produced some time before, that is, on the 29th of May, several strong publick resolves against the stamp-act; and those resolves are assigned by governour Bernard, as the
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cause of the *insurrections* in Massachuset's Bay, in his letter of the 15th of August, still addressed to the earl of Halifax; and he continued to address such accounts to that minister quite to the 7th of September of the same year. Similar accounts, and of as late a date, were sent from other governors, and all directed to lord Halifax. Not one of these letters indicates the slightest idea of a change, either known, or even apprehended.

Thus are blown away the insect race of courtly falsehoods! Thus perish the miserable inventions of the wretched runners for a wretched cause, which they have fly-blown into every weak and rotten part of the country, in vain hopes that when their maggots had taken wing, their importunate buzzing might sound something like the publick voice!

Sir, I have troubled you sufficiently with the state of America before the repeal. Now I turn to the honourable gentleman who so stoutly challenges us, to tell, whether, after the repeal, the provinces were quiet? This is coming home to the point. Here I meet him directly; and answer most readily, *They were quiet*. And I, in my turn challenge him to prove when, and where, and by whom, and in what numbers, and with what violence, the other laws of trade, as gentlemen assert, were violated in consequence of your concession? or that even your other revenue laws were attacked?

attacked ? But I quit the vantage ground on which I stand, and where I might leave the burthen of the proof upon him : I walk down upon the open plain, and undertake to shew, that they were not only quiet, but shewed many unequivocal marks of acknowledgment and gratitude. And to give him every advantage, I select the obnoxious colony of Massachuset's Bay, which at this time (but without hearing her) is so heavily a culprit before parliament—I will select their proceedings even under circumstances of no small irritation. For, a little imprudently, I must say, Governour Bernard mixed in the administration of the lenitive of the repeal no small acrimony arising from matters of a separate nature. Yet see, Sir, the effect of that lenitive, though mixed with these bitter ingredients ; and how this rugged people can express themselves on a measure of concession.

“ If it is not in our power,” (say they in their address to Governour Bernard) *“ in so full a manner as will be expected, to shew our respectful gratitude to the mother country, or to make a dutiful and affectionate return to the indulgence of the king and parliament, it shall be no fault of ours ; for this we intend, and hope we shall be able fully to effect.”*

Would to God that this temper had been cultivated, managed, and set in action ! other effects than those which we have since felt would have resulted from it. On the requisition for compen-

sation to those who had suffered from the violence of the populace, in the same address they say, "*The recommendation enjoined by Mr. Secretary Conway's letter, and in consequence thereof made to us, we will embrace the first convenient opportunity to consider and act upon.*" They did consider; they did act upon it. They obeyed the requisition. I know the mode has been chicaned upon; but it was substantially obeyed; and much better obeyed, than I fear the parliamentary requisition of this session will be, though enforced by all your rigour, and backed with all your power. In a word, the damages of popular fury were compensated by legislative gravity. Almost every other part of America in various ways demonstrated their gratitude. I am bold to say, that so sudden a calm recovered after so violent a storm is without parallel in history. To say that no other disturbance should happen from any other cause, is folly. But as far as appearances went, by the judicious sacrifice of one law, you procured an acquiescence in all that remained. After this experience, nobody shall persuade me, when a whole people are concerned, that acts of lenity are not means of conciliation.

I hope the honourable gentleman has received a fair and full answer to his question.

I have done with the third period of your policy; that of your repeal; and the return of your ancient system, and your ancient tranquillity and concord.

concord. Sir, this period was not as long as it was happy. Another scene was opened, and other actors appeared on the stage. The state, in the condition I have described it, was delivered into the hands of lord Chatham—a great and celebrated name ; a name that keeps the name of this country respectable in every other on the globe. It may be truly called,

Clarum et venerabile nomen

Gentibus, et multum nostræ quod proderat urbi.

Sir, the venerable age of this great man, his merited rank, his superiour eloquence, his splendid qualities, his eminent services, the vast space he fills in the eye of mankind ; and, more than all the rest, his fall from power, which, like death, canonizes and sanctifies a great character, will not suffer me to censure any part of his conduct. I am afraid to flatter him ; I am sure I am not disposed to blame him. Let those, who have betrayed him by their adulation, insult him with their malevolence. But what I do not presume to censure, I may have leave to lament. For a wise man, he seemed to me at that time to be governed too much by general maxims. I speak with the freedom of history, and I hope without offence. One or two of these maxims, flowing from an opinion not the most indulgent to our unhappy species, and surely a little too general, led him into measures that were greatly mischievous to himself ;

and for that reason, among others, perhaps fatal to his country ; measures, the effects of which, I am afraid, are for ever incurable. He made an administration, so checkered and speckled ; he put together a piece of joinery, so crossly indented and whimsically dove-tailed ; a cabinet so variously inlaid ; such a piece of diversified Mosaick ; such a tessellated pavement without cement ; here a bit of black stone, and there a bit of white ; patriots and courtiers, king's friends and republicans ; whigs and tories ; treacherous friends and open enemies ; that it was indeed a very curious show ; but utterly unsafe to touch, and unsure to stand on. The colleagues whom he had assorted at the same boards, stared at each other, and were obliged to ask, " Sir, your name ?—Sir, you have the advantage of me—Mr. Such-a-one—I beg a thousand pardons—" I venture to say, it did so happen, that persons had a single office divided between them, who had never spoke to each other in their lives ; until they found themselves, they knew not how, pigging together, heads and points, in the same truckle-bed *.

“ Sir, in consequence of this arrangement, having put so much the larger part of his enemies and opposers into power, the confusion was such, that his own principles could not possibly have any effect or

* Supposed to allude to the Right Honourable Lord North, and George Cooke, Esq. who were made joint paymasters in the summer of 1766, on the removal of the Rockingham administration.

or influence in the conduct of affairs. If ever he fell into a fit of the gout, or if any other cause withdrew him from publick cares, principles directly the contrary were sure to predominate. When he had executed his plan, he had not an inch of ground to stand upon. When he had accomplished his scheme of administration, he was no longer a minister.

When his face was hid but for a moment, his whole system was on a wide sea, without chart or compass. The gentlemen, his particular friends, who, with the names of various departments of ministry, were admitted to seem as if they acted a part under him, with a modesty that becomes all men, and with a confidence in him, which was justified even in its extravagance by his superiour abilities, had never, in any instance, presumed upon any opinion of their own. Deprived of his guiding influence, they were whirled about, the sport of every gust, and easily driven into any port; and as those who joined with them in manning the vessel were the most directly opposite to his opinions, measures, and character, and far the most artful and most powerful of the set, they easily prevailed, so as to seize upon the vacant, unoccupied, and derelict minds of his friends; and instantly they turned the vessel wholly out of the course of his policy. As if it were to insult as well as to betray him, even long before the close of the first session of his administration, when every thing

was publickly transacted, and with great parade, in his name, they made an act, declaring it highly just and expedient to raise a revenue in America. For even then, Sir, even before this splendid orb was entirely set, and while the western horizon was in a blaze with his descending glory, on the opposite quarter of the heavens arose another luminary, and, for his hour, became lord of the ascendant.

This light too is passed and set for ever. You understand, to be sure, that I speak of Charles Townshend, officially the re-producer of this fatal scheme; whom I cannot even now remember without some degree of sensibility. In truth, Sir, he was the delight and ornament of this house, and the charm of every private society which he honoured with his presence. Perhaps there never arose in this country, nor in any country, a man of a more pointed and finished wit; and (where his passions were not concerned) of a more refined, exquisite, and penetrating judgment. If he had not so great a stock, as some have had who flourished formerly, of knowledge long treasured up, he knew better by far, than any man I ever was acquainted with, how to bring together within a short time, all that was necessary to establish, to illustrate, and to decorate that side of the question he supported. He stated his matter skilfully and powerfully. He particularly excelled in a most luminous explanation, and display of his subject.

subject. His style of argument was neither trite and vulgar, nor subtle and abstruse. He hit the house just between wind and water.—And not being troubled with too anxious a zeal for any matter in question, he was never more tedious, or more earnest, than the pre-conceived opinions, and present temper of his hearers required; to whom he was always in perfect unison. He conformed exactly to the temper of the house; and he seemed to guide, because he was always sure to follow it.

I beg pardon, Sir, if when I speak of this and of other great men, I appear to digress in saying something of their characters. In this eventful history of the revolutions of America, the characters of such men are of much importance. Great men are the guide-posts and land-marks in the state. The credit of such men at court, or in the nation, is the sole cause of all the publick measures. It would be an invidious thing (most foreign, I trust, to what you think my disposition) to remark the errors into which the authority of great names has brought the nation, without doing justice at the same time to the great qualities whence that authority arose. The subject is instructive to those who wish to form themselves on whatever of excellence has gone before them. There are many young members in the house (such of late has been the rapid succession of publick men) who never saw that prodigy, Charles Townshend; nor of course know what a ferment he was able to excite

in every thing by the violent ebullition of his mixed virtues and failings. For failings he had undoubtedly—many of us remember them; we are this day considering the effect of them. But he had no failings which were not owing to a noble cause; to an ardent, generous, perhaps an immoderate passion for fame; a passion which is the instinct of all great souls. He worshipped that goddess wheresoever she appeared; but he paid his particular devotions to her in her favourite habitation, in her chosen temple, the house of commons. Besides the characters of the individuals that compose our Body, it is impossible, Mr. Speaker, not to observe, that this house has a collective character of its own. That character too, however imperfect, is not unamiable. Like all great public collections of men, you possess a marked love of virtue, and an abhorrence of vice. But among vices, there is none, which the house abhors in the same degree with *obstinacy*. Obstinacy, Sir, is certainly a great vice; and in the changeful state of political affairs it is frequently the cause of great mischief. It happens, however, very unfortunately, that almost the whole line of the great and masculine virtues, constancy, gravity, magnanimity, fortitude, fidelity, and firmness, are closely allied to this disagreeable quality, of which you have so just an abhorrence; and, in their excess, all these virtues very easily fall into it. He, who paid such a punctilious attention to all your feelings, certainly
took

took care not to shock them by that vice which is the most disgusting to you.

That fear of displeasing those who ought most to be pleased betrayed him sometimes into the other extreme. He had voted, and, in the year 1765, had been an advocate for the stamp-act. Things and the disposition of men's minds were changed. In short, the stamp-act began to be no favourite in this house. He therefore attended at the private meeting, in which the resolutions moved by a right honourable gentleman were settled; resolutions leading to the repeal. The next day he voted for that repeal; and he would have spoken for it too, if an illness (not as was then given out, a political) but to my knowledge, a very real illness, had not prevented it.

The very next session, as the fashion of this world passeth away, the repeal began to be in as bad an odour in this house as the stamp-act had been in the session before. To conform to the temper which began to prevail, and to prevail mostly amongst those most in power, he declared, very early in the winter, that a revenue must be had out of America. Instantly he was tied down to his engagements by some, who had no objection to such experiments, when made at the cost of persons for whom they had no particular regard. The whole body of courtiers drove him onward. They always talked as if the king stood in a
sort

sort of humiliated state, until something of the kind should be done.

Here this extraordinary man, then chancellor of the exchequer, found himself in great straits. To please universally was the object of his life ; but to tax and to please, no more than to love and to be wise, is not given to men. However he attempted it. To render the tax palatable to the partisans of American revenue, he made a preamble stating the necessity of such a revenue. To close with the American distinction, this revenue was *external* or port-duty ; but again, to soften it to the other party, it was a duty of *supply*. To gratify the *colonists*, it was laid on British manufactures ; to satisfy the *merchants of Britain*, the duty was trivial, and (except that on tea, which touched only the devoted East India company) on none of the grand objects of commerce. To counterwork the American contraband, the duty on tea was reduced from a shilling to three-pence. But to secure the favour of those who would tax America, the scene of collection was changed, and, with the rest, it was levied in the colonies. What need I say more ? This fine-spun scheme had the usual fate of all exquisite policy. But the original plan of the duties, and the mode of executing that plan, both arose singly and solely from a love of our applause. He was truly the child of the house. He never thought, did, or said any thing, but with a view to
you.

you. He every day adapted himself to your disposition ; and adjusted himself before it as at a looking-glass.

He had observed (indeed it could not escape him) that several persons, infinitely his inferiours in all respects, had formerly rendered themselves considerable in this house by one method alone. They were a race of men (I hope in God the species is extinct) who, when they rose in their place, no man living could divine, from any known adherence to parties, to opinions, or to principles, from any order or system in their politicks, or from any sequel or connexion in their ideas, what part they were going to take in any debate. It is astonishing how much this uncertainty, especially at critical times, called the attention of all parties on such men. All eyes were fixed on them, all ears open to hear them ; each party gaped, and looked alternately for their vote, almost to the end of their speeches. While the house hung in this uncertainty, now the *hear hims* rose from this side—now they rebellowed from the other ; and that party, to whom they fell at length from their tremulous and dancing balance, always received them in a tempest of applause. The fortune of such men was a temptation too great to be resisted by one, to whom, a single whiff of incense withheld gave much greater pain, than he received delight, in the clouds of it, which daily rose about him from the prodigal superstition of innumerable admirers. He

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was a candidate for contradictory honours ; and his great aim was to make those agree in admiration of him who never agreed in any thing else. :

Hence arose this unfortunate act, the subject of this day's debate ; from a disposition which, after making an American revenue to please one, repealed it to please others, and again revived it in hopes of pleasing a third, and of catching something in the ideas of all.

This revenue act of 1767, formed the fourth period of American policy. How we have fared since then—what woeful variety of schemes have been adopted ; what enforcing, and what repealing ; what bullying, and what submitting ; what doing, and undoing ; what straining, and what relaxing ; what assemblies dissolved for not obeying, and called again without obedience ; what troops sent out to quell resistance, and, on meeting that resistance, recalled ; what shiftings, and changes, and jumbings of all kinds of men at home, which left no possibility of order, consistency, vigour, or even so much as a decent unity of colour in any one publick measure.—It is a tedious, irksome task. My duty may call me to open it out some other time * ; on a former occasion I tried your temper on a part of it ; for the present I shall forbear.

After all these changes and agitations, your immediate situation upon the question on your paper is

* Resolutions in May 1770.

is at length brought to this. You have an act of parliament, stating, that “it is *expedient* to raise a revenue in America.” By a partial repeal you annihilated the greatest part of that revenue, which this preamble declares to be so expedient. You have substituted no other in the place of it. A secretary of state has disclaimed, in the king’s name, all thoughts of such a substitution in future. The principle of this disclaimer goes to what has been left, as well as what has been repealed. The tax which lingers after its companions (under a preamble declaring an American revenue expedient, and for the sole purpose of supporting the theory of that preamble) militates with the assurance authentically conveyed to the colonies; and is an exhaustless source of jealousy and animosity. On this state, which I take to be a fair one; not being able to discern any grounds of honour, advantage, peace, or power, for adhering, either to the act or to the preamble, I shall vote for the question which leads to the repeal of both.

If you do not fall in with this motion, then secure something to fight for, consistent in theory and valuable in practice. If you must employ your strength, employ it to uphold you in some honourable right, or some profitable wrong. If you are apprehensive that the concession recommended to you, though proper, should be a means of drawing on you further but unreasonable claims,—why then employ your force in supporting that
reasonable

reasonable concession against those unreasonable demands. You will employ it with more grace; with better effect; and with great probable concurrence of all the quiet and rational people in the provinces; who are now united with, and hurried away by, the violent; having indeed different dispositions, but a common interest. If you apprehend that on a concession you shall be pushed by metaphysical process to the extreme lines, and argued out of your whole authority, my advice is this; when you have recovered your old, your strong, your tenable position, then face about—stop short—do nothing more—reason not at all—oppose the ancient policy and practice of the empire as ramparts against the speculations of innovators on both sides of the question; and you will stand on great, manly, and sure ground. On this solid basis fix your machines, and they will draw worlds towards you.

Your ministers, in their own and his majesty's name, have already adopted the American distinction of internal and external duties. It is a distinction, whatever merit it may have, that was originally moved by the Americans themselves; and I think they will acquiesce in it, if they are not pushed with too much logick and too little sense, in all the consequences. That is, if external taxation be understood, as they and you understand it, when you please, to be not a distinction of geography, but of policy; that it is a power for regulating trade, and not for supporting establishments. The

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distinction,

distinction, which is as nothing with regard to right, is of most weighty consideration in practice. Recover your old ground, and your old tranquillity—try it—I am persuaded the Americans will compromise with you. When confidence is once restored, the odious and suspicious *summum jus* will perish of course. The spirit of practicability, of moderation, and mutual convenience, will never call in geometrical exactness as the arbitrator of an amicable settlement. Consult and follow your experience. Let not the long story, with which I have exercised your patience, prove fruitless to your interests.

For my part, I should choose (if I could have my wish) that the proposition of the* honourable gentleman for the repeal could go to America without the attendance of the penal bills. Alone I could almost answer for its success. I cannot be certain of its reception in the bad company it may keep. In such heterogeneous assortments, the most innocent person will lose the effect of his innocency. Though you should send out this angel of peace, yet you are sending out a destroying angel too; and what would be the effect of the conflict of these two adverse spirits, or which would predominate in the end, is what I dare not say: whether the lenient measures would cause American passion to subside, or the severe would increase its

* Mr. Fuller.

its fury—all this is in the hand of Providence. Yet now, even now, I should confide in the prevailing virtue, and efficacious operation of lenity, though working in darkness, and in chaos, in the midst of all this unnatural and turbid combination: I should hope it might produce order and beauty in the end.

Let us, Sir, embrace some system or other before we end this session. Do you mean to tax America, and to draw a productive revenue from thence? If you do, speak out: name, fix, ascertain this revenue; settle its quantity; define its objects; provide for its collection; and then fight when you have something to fight for. If you murder—rob; if you kill, take possession: and do not appear in the character of madmen, as well as assassins, violent, vindictive, bloody, and tyrannical, without an object. But may better counsels guide you!

Again, and again, revert to your old principles—seek peace and ensue it—leave America, if she has taxable matter in her, to tax herself. I am not here going into the distinctions of rights, not attempting to mark their boundaries. I do not enter into these metaphysical distinctions; I hate the very sound of them. Leave the Americans as they anciently stood, and these distinctions, born of our unhappy contest, will die along with it. They and we, and their and our ancestors, have been happy under that system. Let the memory of all actions,
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in contradiction to that good old mode, on both sides, be extinguished for ever. Be content to bind America by laws of trade; you have always done it. Let this be your reason for binding their trade. Do not burthen them by taxes; you were not used to do so from the beginning. Let this be your reason for not taxing. These are the arguments of states and kingdoms. Leave the rest to the schools; for there only they may be discussed with safety. But if, intemperately, unwisely, fatally, you sophisticate and poison the very source of government, by urging subtle deductions, and consequences odious to those you govern, from the unlimited and illimitable nature of supreme sovereignty, you will teach them by these means to call that sovereignty itself in question. When you drive him hard, the boar will surely turn upon the hunters. If that sovereignty and their freedom cannot be reconciled, which will they take? They will cast your sovereignty in your face. No body will be argued into slavery. Sir, let the gentlemen on the other side call forth all their ability; let the best of them get up, and tell me, what one character of liberty the Americans have, and what one brand of slavery they are free from, if they are bound in their property and industry, by all the restraints you can imagine on commerce, and at the same time are made pack-horses of every tax you choose to impose, without the least share in granting them. When they bear the burthens

of unlimited monopoly, will you bring them to bear the burthens of unlimited revenue too? The Englishman in America will feel that this is slavery—that it is *legal* slavery, will be no compensation, either to his feelings or his understanding.

A noble lord *, who spoke some time ago, is full of the fire of ingenuous youth; and when he has modelled the ideas of a lively imagination by further experience, he will be an ornament to his country in either house. He has said, that the Americans are our children, and how can they revolt against their parent? He says, that if they are not free in their present state, England is not free; because Manchester, and other considerable places, are not represented. So then, because some towns in England are not represented, America is to have no representative at all. They are “our children;” but when children ask for bread we are not to give a stone. Is it because the natural resistance of things, and the various mutations of time, hinders our government, or any scheme of government, from being any more than a sort of approximation to the right, is it therefore that the colonies are to recede from it infinitely? When this child of ours wishes to assimilate to its parent, and to reflect with a true filial resemblance the beauteous countenance of British liberty; are we to turn to them the shameful parts of our constitution?

* Lord Carmarthen.

tution? are we to give them our weakness for their strength? our opprobrium for their glory; and the slough of slavery, which we are not able to work off, to serve them for their freedom?

If this be the case, ask yourselves this question, Will they be content in such a state of slavery? If not, look to the consequences. Reflect how you are to govern a people, who think they ought to be free, and think they are not. Your scheme yields no revenue; it yields nothing but discontent, disorder, disobedience; and such is the state of America, that after wading up to your eyes in blood, you could only end just where you begun; that is, to tax where no revenue is to be found, to—my voice fails me; my inclination indeed carries me no farther—all is confusion beyond it.

Well, Sir, I have recovered a little, and before I sit down I must say something to another point with which gentlemen urge us. What is to become of the declaratory act asserting the entireness of British legislative authority, if we abandon the practice of taxation?

For my part I look upon the rights stated in that act, exactly in the manner in which I viewed them on its very first proposition, and which I have often taken the liberty, with great humility, to lay before you. I look, I say, on the imperial rights of Great Britain, and the privileges which the colonists ought to enjoy under these rights, to be just the most reconcilable things in the world. The

parliament of Great Britain sits at the head of her extensive empire in two capacities: one as the local legislature of this island, providing for all things at home, immediately, and by no other instrument than the executive power.—The other, and I think her nobler capacity, is what I call her *imperial character*; in which, as from the throne of heaven, she superintends all the several inferiour legislatures, and guides, and controuls them all, without annihilating any. As all these provincial legislatures are only co-ordinate with each other, they ought all to be subordinate to her; else they can neither preserve mutual peace, nor hope for mutual justice, nor effectually afford mutual assistance. It is necessary to coerce the negligent, to restrain the violent, and to aid the weak and deficient, by the overruling plenitude of her power. She is never to intrude into the place of the others, whilst they are equal to the common ends of their institution. But in order to enable parliament to answer all these ends of provident and beneficent superintendence, her powers must be boundless. The gentlemen who think the powers of parliament limited, may please themselves to talk of requisitions. But suppose the requisitions are not obeyed? What! Shall there be no reserved power in the empire, to supply a deficiency which may weaken, divide, and dissipate the whole? We are engaged in war—the secretary of state calls upon the colonies to contribute—some would do it, I think
most

most would cheerfully furnish whatever is demanded—one or two, suppose, hang back, and, easing themselves, let the stress of the draft lie on the others—surely it is proper, that some authority might legally say—“Tax yourselves for the common supply, or parliament will do it for you.” This backwardness was, as I am told, actually the case of Pennsylvania for some short time towards the beginning of the last war, owing to some internal dissensions in the colony. But whether the fact were so, or otherwise, the case is equally to be provided for by a competent sovereign power. But then this ought to be no ordinary power; nor ever used in the first instance. This is what I meant, when I have said at various times, that I consider the power of taxing in parliament as an instrument of empire, and not as a means of supply.

Such, Sir, is my idea of the constitution of the British empire, as distinguished from the constitution of Britain; and on these grounds I think subordination and liberty may be sufficiently reconciled through the whole; whether to serve a refining speculatist, or a factious demagogue, I know not; but enough surely for the ease and happiness of man.

Sir, whilst we held this happy course, we drew more from the colonies than all the impotent violence of despotism ever could extort from them. We did this abundantly in the last war. It has never been once denied—and what reason have we
to

to imagine that the colonies would not have proceeded in supplying government as liberally, if you had not stepped in and hindered them from contributing, by interrupting the channel in which their liberality flowed with so strong a course; by attempting to take, instead of being satisfied to receive? Sir William Temple says, that Holland has loaded itself with ten times the impositions which it revolted from Spain rather than submit to. He says true. Tyranny is a poor provider. It knows neither how to accumulate, nor how to extract.

I charge therefore to this new and unfortunate system the loss not only of peace, of union, and of commerce, but even of revenue, which its friends are contending for.—It is morally certain, that we have lost at least a million of free grants since the peace. I think we have lost a great deal more; and that those, who look for a revenue from the provinces, never could have pursued, even in that light, a course more directly repugnant to their purposes.

Now, Sir, I trust I have shewn, first on that narrow ground which the honourable gentleman measured, that you are likely to lose nothing by complying with the motion, except what you have lost already. I have shewn afterwards, that in time of peace you flourished in commerce, and, when war required it, had sufficient aid from the colonies, while you pursued your ancient policy; that you threw every thing into confusion when you

made the stamp-act; and that you restored every thing to peace and order when you repealed it. I have shewn that the revival of the system of taxation has produced the very worst effects; and that the partial repeal has produced, not partial good, but universal evil. Let these considerations, founded on facts, not one of which can be denied, bring us back to our reason by the road of our experience.

I cannot, as I have said, answer for mixed measures: but surely this mixture of lenity would give the whole a better chance of success. When you once regain confidence, the way will be clear before you. Then you may enforce the act of navigation when it ought to be enforced. You will yourselves open it where it ought still further to be opened. Proceed in what you do, whatever you do, from policy, and not from rancour. Let us act like men, let us act like statesmen. Let us hold some sort of consistent conduct.—It is agreed that a revenue is not to be had in America. If we lose the profit, let us get rid of the odium.

On this business of America, I confess I am serious, even to sadness. I have had but one opinion concerning it since I sat, and before I sat, in parliament. The noble lord * will, as usual, probably, attribute the part taken by me and my friends in this business, to a desire of getting his places. Let him enjoy this happy and original idea. If I deprived him of it, I should take away

most

* Lord North.

most of his wit, and all his argument. But I had rather bear the brunt of all his wit; and indeed blows much heavier, than stand answerable to God for embracing a system that tends to the destruction of some of the very best and fairest of his works. But I know the map of England; as well as the noble lord, or as any other person; and I know that the way I take is not the road to preferment. My excellent and honourable friend under me on the floor * has trod that road with great toil for upwards of twenty years together. He is not yet arrived at the noble lord's destination. However, the tracks of my worthy friend are those I have ever wished to follow; because I know they lead to honour. Long may we tread the same road together; whoever may accompany us, or whoever may laugh at us on our journey! I honestly and solemnly declare, I have in all seasons adhered to the system of 1766, for no other reason, than that I think it laid deep in your truest interests—and that, by limiting the exercise, it fixes, on the firmest foundations, a real, consistent, well-grounded authority in parliament. Until you come back to that system, there will be no peace for England.

* Mr. Dowdeswell.

END OF THE SECOND VOLUME.

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